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REPORT

OF THE

Royal Commission on Technical and Professional Services

February, 1930



Ottawa
F. A. ACLAND
Printer to the King's Most Excellent Majesty
1930

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CONTENTS

	PAGE
Section 1.—PURPOSE OF THE PRESENT ENQUIRY.....	5
Section 2.—PROCEDURE ADOPTED TO COLLECT INFORMATION.....	5
Section 3.—REPRESENTATIONS BEFORE THE COMMISSION.....	6
Section 4.—GENERAL OBSERVATIONS. Variation in the numbers of the Civil Service—Variation in the Cost of Living—Prospects of Advancement Narrowed by Recent Salary Revisions—Growing Complexity of Government—Recent Extension of Government Activities.....	6
Section 5.—IMPORTANCE OF THE CIVIL SERVICE IN THE GOVERNMENT OF CANADA.....	9
Section 6.—SPECIAL IMPORTANCE OF CERTAIN HIGH OFFICES IN THE SERVICE OF THE STATE.....	10
Section 7.—RESPONSIBILITIES OF THE TECHNICAL, SCIENTIFIC AND PROFESSIONAL WORKERS. Importance of Science in the Work of Government—Range of Scientific Activities of the Government in Canada.....	10
Section 8.—THE PROBLEM OF DEFINITION. Statutory Definition in the United States—Our Definition based on Two Criteria.....	12
Section 9.—THE PRACTICAL DIFFICULTIES OF DEMARCATON AND THEIR SOLUTION.....	13
Section 10.—PURPOSE OF OUR RECOMMENDATIONS.....	13
Section 11.—THE GOVERNMENT SERVICE COMPARED WITH PRIVATE EMPLOYMENT. Salaries within the Service, and in Outside Employment—Opportunities for Promotion within the Service and Outside.....	14
Section 12.—THE SIMPLIFICATION OF SALARY SCALES.....	16
Section 13.—PRESENT PRACTICE IN DEALING WITH PROMOTIONS. Promotions under the Civil Service Act—Powers and Duties of the Civil Service Commission—Classification of the Service—The Present System of Selection for Promotion—British Experience Regarding Examination of Professional Civil Servants.....	17
Section 14.—PROPOSED CREATION OF TWO DIVISIONS IN THE TECHNICAL, SCIENTIFIC AND PROFESSIONAL SERVICE; AND RECOMMENDATION WITH RESPECT TO THE METHOD OF SELECTION FOR PROMOTION IN EACH DIVISION. Practice of Private Corporations in Selecting for Promotion—Changes Desirable in the Service—Proposed Establishment of Two Divisions—Promotion in the First Division—Promotion in the Second Division.....	20
Section 15.—THE METHOD OF RECRUITING FOR THE TECHNICAL, SCIENTIFIC AND PROFESSIONAL SERVICE. Experience in the British Civil Service—Suggested Changes in the Method of Recruiting.....	22
Section 16.—PROPOSED NEW GRADES AND DETERMINATION OF INDIVIDUAL SALARIES WITHIN GRADES. Treatment of Special Cases—The Safeguarding of Individual Interests under the Scheme here Recommended—Proposals with Regard to the Period of Probation.....	24
Section 17.—RECOMMENDATION WITH REGARD TO THE DETAILS OF ADJUSTMENT. Provision for the Reviewing of Classifications and Grades.....	27
Section 18.—CONTRIBUTIONS UNDER THE CIVIL SERVICE SUPERANNUATION ACT.....	27
Section 19.—MEDICAL OFFICERS AND SOLICITORS.....	27

CONTENTS—*Concluded*

	PAGE
Section 20.—RECOMMENDATION WITH REGARD TO THE BOARD OF RAILWAY COMMISSIONERS: SALARIES, PENSIONS AND TENURE OF OFFICE.....	28
Section 21.—RECOMMENDATION WITH REGARD TO THE BOARD OF PENSION COMMISSIONERS: SALARIES, PENSIONS AND TENURE OF OFFICE.....	28
Section 22.—RECOMMENDATION WITH REGARD TO THE CIVIL SERVICE COMMISSION: SALARIES, PENSIONS AND TENURE OF OFFICE.....	28
Section 23.—COMPENSATION OF DEPUTY MINISTERS AND ASSISTANT DEPUTY MINISTERS.....	29
Section 24.—RECOMMENDATIONS REGARDING OTHER OFFICERS WITH THE RANK OF DEPUTY MINISTER.....	29
Section 25.—RECOMMENDATIONS WITH REGARD TO SPECIAL RATINGS.....	29
Section 26.—THE COST OF THE CHANGES RECOMMENDED.....	30
Section 27.—SUGGESTED FURTHER INVESTIGATION OF THE CIVIL SERVICE GENERALLY..	30
Section 28.—SUMMARY OF THE FOREGOING RECOMMENDATIONS: Definition—Grades and Salary Scales—First and Second Divisions— Recruiting — Probationary Period — Contributions under the Civil Service Superannuation Act — Board of Railway Commissioners — Board of Pension Commissioners — Civil Service Commission — Deputy Ministers — Officers with the Rank but not the Title of Deputy — Special Ratings — Advisability of General Investigation — Certain Statutory Changes Involved.....	31

APPENDICES

APPENDIX A.—List of Positions considered to be technical, scientific and professional; and of the grades considered appropriate to these positions.....	36
APPENDIX B.—Comparison between the salaries of engineers in the Civil Service of Canada, and the salaries of engineers: (a) in the public service elsewhere in Canada; (b) in private employment in Canada and (c) in the Canadian Universities.....	50
APPENDIX C.—Comparison between the rate of advancement of certain graduates of McGill University, in the public service, in academic employment, and in private employment.....	53
APPENDIX D.—Salaries in the Civil Service of Canada, compared with salaries of teachers in the Collegiate Institutes of Toronto, with special reference to rates of annual increase.....	55

Interim Report on Organization and Salary Rates for the Research Staff of the National Research Council.....	57
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REPORT

To HIS EXCELLENCY
THE GOVERNOR GENERAL IN COUNCIL:

We, the undersigned Royal Commissioners, beg leave to present our report respecting technical, scientific, and professional officials in the Civil Service of Canada.

1. PURPOSE OF THE PRESENT INQUIRY

We were appointed to enquire into

"rates of salaries, pensions, etc., of technical and professional officials of the Civil Service of Canada as compared with such rates applying to similar positions outside of the Civil Service in Canada, and to report to the Government as to readjustment of existing classifications and remunerations, and to make such other observations with regard to salaries generally in the Civil Service as the Commission may consider relevant."

By a supplementary Commission we were authorized

"to include within the scope of (our) enquiry officers of the Government service above mentioned (Civil Service Commissioners, Pension Commissioners, Railway Commissioners and all officers having the rank of Deputy Minister) and also all such employees of the Government whether subject to the Civil Service Act or not."

We were also authorized by the supplementary Commission

"to report as to which employees come within the designation 'professional and technical officers.'"

2. PROCEDURE ADOPTED TO COLLECT INFORMATION

Prior to the appointment of this Royal Commission, the Civil Service Commission had submitted to the Government a recommendation in favour of certain alterations of salary for professional and scientific members of the service and translators, and had also forwarded a list of those positions which they considered to be technical, scientific and professional, in explanation of their recommendation.

In order to obtain the most complete information concerning all classes which might have any claim to be considered technical (scientific) or professional, we forwarded copies of the list submitted by the Civil Service Commission to the deputy heads of all departments. The latter were asked to indicate whether or not they regarded as technical (scientific) or professional, each of the classes in their respective departments which had been recommended by the Civil Service Commission. They were also asked to submit any classes not included in the above list, which they considered as coming within these designations.

With the above, the deputy heads submitted the description of duties and qualifications approved by the Civil Service Commission for the various classes. If this information did not in their opinion accurately describe present duties or qualifications, they furnished with it an amended description. The same information, compiled by the deputy head, was submitted for classes which had not been defined by the Civil Service Commission.

In order to obtain information as to resignations from the technical (scientific) and professional service, we caused to be prepared detailed statements of the resignations from all the classes upon which information was supplied, either

by the Civil Service Commission, or by the deputies, showing the name of the employee concerned, his salary at the time of resignation, and, where possible, his new position and salary.

By obtaining the names of all classes considered technical (scientific) or professional, either by the Civil Service Commission or the chief permanent officers of the departments, and by giving consideration to representations made on behalf of classes not submitted by either of the foregoing, we believe that we have ensured consideration for all classes with any substantial claim to recognition as belonging to this group.

In the following pages, we present our findings and recommendations with regard to the technical (scientific) and professional members of the Civil Service of Canada. These are designed so as to cover the whole of the service, with a single exception. In this report we make no recommendations regarding the Scientific Staff of the National Research Council, since an interim report has already been presented, dealing with this subject.

3. REPRESENTATIONS BEFORE THE COMMISSION

In addition to the material already referred to, we have considered both written and verbal submissions from the Professional Institute of the Civil Service, the Engineering Institute of Canada, the Canadian Institute of Chemistry, the Civil Service Federation of Canada, the Electrical Communication Workers of Canada, the Dominion Customs and Excise Officers Association, and many others.

The Civil Service Commission, the Railway Commissioners and the Pension Commissioners gave evidence in connection with salaries, pensions, tenure of office and the nature of their duties.

Other officers, whose salaries were specifically referred to us for inquiry, were invited to make written or verbal submissions and were heard by the Commission.

The deputy ministers, or other chief officers of the various departments employing considerable numbers of technical (scientific) and professional men, appeared before the Commission, and gave evidence respecting the duties and salaries of the various classes in their departments which were under consideration.

In addition to the evidence specifically referred to, we have received many submissions from individuals and on behalf of various groups of employees. All such communications have been given consideration, and representatives of such groups have been accorded a hearing, whenever this was requested.

Information has been obtained as to the salaries and pensions of technical, scientific and professional employees of the Provincial Governments, the Canadian universities, the two large railways of the Dominion, and a number of Canadian corporations.

We have held eight meetings in Ottawa, Victoria and Quebec respectively, exclusive of meetings to consider and prepare our recommendations, and have examined sixty-seven witnesses in the course of our inquiry.

4. GENERAL OBSERVATIONS

During the last twenty years, a number of disturbing factors have reacted upon the Civil Service so as, despite the best efforts of those responsible for its organization, inevitably to cause a certain amount of confusion. Of these disturbing factors the four most important appear to have been as follows:—

- (1) The rapid variation in the numbers of the Civil Service;
- (2) The rapid variation in the cost of living;

- (3) The growing complexity of government; and
- (4) The extension of government activities into a number of new fields, of which the most important for our present purpose is the field of research.

Their effects have naturally been more evident in the case of the professional and administrative staffs than in the case of the clerical staffs. Perhaps the technical (scientific) and professional groups have felt them most of all.

Variation in the Numbers of the Civil Service

(1) In 1912 the total number of civil employees in the Government service was approximately 20,000. It was increasing rapidly before the war broke out and during the war it continued to increase as rapidly.

In 1920 the maximum was reached, when the strength of the Civil Service as a whole was a little more than 47,000. In other words, during a period of eight years the numbers had increased by no less than 135 per cent. From then onwards, a process of demobilization, analogous to the demobilization of the military forces, reduced the strength of the Civil Service from 47,000 to a minimum of a little more than 37,000 in 1925. That is to say, the strength of the service was reduced by approximately 10,000 during those years. From 1925 onwards the numbers have been increasing; and in 1928 the strength of the service was reported at 39,580.

So rapid an increase in numbers, followed by so rapid a decrease, inevitably interferes with the smoothness of operation of the departments, and is a factor tending to reduce efficiency, at the same time that it causes innumerable problems of organization and classification, which cannot always be dealt with as rapidly as they arise.

Variation in the Cost of Living

(2) Not only was the personnel of the service changing rapidly, first as a result of rapid expansion in numbers, and afterwards as a result of rapid contraction during these years, but also the problem of salaries was becoming increasingly acute.

The cost of living, which had already risen considerably from year to year since the beginning of the century, rose even more rapidly during the war years. In 1920, when the maximum was reached, food-stuffs were more than twice as expensive as they had been in 1913. The cost of living generally was 90 per cent higher than in 1913. Meantime, there had been no corresponding increase in Civil Service salaries. From 1913 to 1920, the average increase in Civil Service salaries was about 43 per cent, less than half as much as the rise in the cost of living. Since the salaries of the great majority of civil servants only sufficed, before the great rise in the cost of living, to keep them and their families in moderate comfort, it is easily seen that this failure of the average increase in salaries to keep pace with the rise in the cost of living involved a real hardship, during this period, for a considerable number of civil servants, for whom relief could only take the form either of resignation in order to accept better paid employment outside the Service, or of a general revision of salaries which should have regard to the actual increase in the cost of living which had occurred. This situation was developing and its main outlines were clearly discernible, at the time when the firm of Arthur Young & Company was called upon to undertake the extensive work of reclassification and revision of salaries which is associated with their name.

Under the circumstances, it was inevitable that their findings should provide a temporary rather than a permanent solution. At the time when the survey was made by Arthur Young & Company, it was impossible for anyone to foretell the future course of prices and the probable changes in the cost of living during the generation to come.

Any attempt at a permanent settlement of the many questions calling for a solution would, at that time, have necessitated a forecast of the future of the cost of living, which would almost certainly have been proved wrong, and might well have been very wide of the mark. Consequently, Arthur Young & Company adopted the plan of making recommendations in favour of a temporary cost of living bonus, which was subsequently consolidated into the present scale of salaries.

Prospects of Advancement Narrowed by Recent Salary Revisions

Since the cost of living bonus had been calculated in relation to the needs of men with families, and had nothing to do with the merits of the services rendered by them, it of course acted as a levelling influence, reducing considerably the range between minimum and maximum salaries, and so narrowing the prospect of advancement in the service.

We are informed by the Civil Service Commission that the following is a reasonably accurate statement of the highest bonus paid at different salary levels and the accumulated changes in basic rates to date:—

(1)	(2) Head of Household Bonus Maximum as paid 1920-1921	(3) Amount added to basic salary rates to date	Per cent increase on basic salary
Basic salary rate original classification	\$	\$	\$
Under \$1,200 (say, \$900 Maximum).....	420	240	26.6
\$1,200.....	396	240	20.0
\$1,500.....	348	240	16.0
\$1,800.....	276	180	10.0
\$2,100.....	240	120	6.0
\$2,400.....	240	120	5.0
\$3,000.....	240	120	4.0
\$4,000.....	240	120	3.0
\$5,000.....	240	120	2.4

As will be seen from the table, officers whose positions were on a basic rate of \$1,800 received an increase of \$180, or 10 per cent upon the basic rate; while officers whose positions were on a basic rate of \$4,000 received an increase of only \$120, or 3 per cent upon the basic rate in their case.

Growing Complexity of Government

(3) Moreover, the task of administration itself has altered considerably during the past fifteen years.

In the first place, the unexpected outbreak of War, and the tremendous military effort which Canada was destined subsequently to make, threw a considerable strain upon the governmental machine, which was accentuated when the problems of demobilization, after-care and pensions had to be faced on a large scale, after the war, at a time of considerable industrial and financial disturbance. In the second place, the last generation saw a wide extension of the field of legislation in Canada. It is safe to say that the tasks discharged by the Civil Service at the present time are very much greater and more complex than they were in 1913; and these tasks have been undertaken by a service which is organized along the same lines as before the War, and with essentially the same structure. It is a tribute to the Service as it now stands, that its structure has stood the strain so well.

Recent Extension of Government Activities

(4) Meanwhile, these developments have also made necessary the intrusion of government into a number of new fields of activity. Year by year it is co-operating more and more intimately with industry; and the efficient performance of its tasks, especially the new tasks, will contribute to the success of Canadian industry, in competition with other great national industries in the world market.

5. IMPORTANCE OF THE CIVIL SERVICE IN THE GOVERNMENT OF CANADA

In studying the problem of the technical (scientific) and professional service, whose members are to be found in almost every department, performing duties of a distinctive character, yet in close association with the administrative officials in the department, we have been made to realize afresh the fundamental unity that underlies these varied activities. The formal distinction between the legislative and executive branches of government, between Parliament on the one hand and the Cabinet controlling administration on the other, obscures but it does not alter the fact that efficient parliamentary government is only possible when the decisions embodied in statutory form are made effective throughout the Dominion by a body of trained administrators and experts. Until well within the nineteenth century, there was no country which possessed a trained Civil Service. The possibility that government might function in its own particular sphere of administration with an efficiency equal to that of private enterprise in its sphere, was scarcely contemplated. Necessary reforms were not even attempted, or when brought forward in Parliament, were often opposed and rejected, on the ground that government could not undertake elaborate policies, even of great national importance, with reasonable prospect of success, because of administrative disabilities. The new democracies demanded such measures, and for a considerable time the demands were refused for this supposed reason. The now discarded doctrine of *laissez-faire* rested, in part, on the supposed impotence of government to undertake complex tasks of administration, even in respect of those matters of administration which are the natural province of government.

It is only within the last three generations that even the most advanced of modern democracies have felt sufficient confidence in their mechanism of public administration, to launch boldly upon their new tasks. The change in the attitude of government to national problems and its willingness to satisfy demands for legislative action, to meet new and complex economic and social conditions, were preceded by the creation of a body of trained experts and administrators, in the service of the State, who could safely be entrusted with the important responsibilities of efficient government administration. The conception of efficient democracy to-day (though this is by no means always fully realized) presupposes an efficient corps of civil servants. It is based upon the assumption that the nation as a whole is entitled to service, and that the Government should aim to secure service no less devoted and able than that which has always been at the command of private enterprise and of individuals.

The problems of government are becoming ever more complex; the effectiveness of government action must be limited, to a substantial extent, by the quality of the Civil Service, which is called upon to investigate many subjects of national importance demanding consideration by the Government, as well as to make governmental policies effective and governmental decisions operative; and we believe that no more important task confronts those in charge of the country's affairs, than that of improving, and continuing to improve, by every means at their disposal, the quality of the Civil Service of Canada.

6. SPECIAL IMPORTANCE OF CERTAIN HIGH OFFICES IN THE SERVICE OF THE STATE

It seems almost superfluous to observe that positions of honour and dignity, involving public responsibility of a high order, can only be satisfactorily filled by men of sufficient financial independence to enable them to perform their important duties free from the worries and distractions which inevitably follow financial embarrassments, even of a minor nature. Any other situation would inevitably mean that such appointments could only be accepted by men of ample private means, thus limiting to an embarrassing extent the number available for such positions. It must be remembered that those filling high offices in the service of the State have a position to maintain in their respective communities, if the dignity of their offices is to be upheld. Obviously the annual compensation which should be paid to the incumbents of these offices should be adequate, and even generous, if the services of men of high calibre and the requisite ability are to be obtained.

7. RESPONSIBILITIES OF THE TECHNICAL, SCIENTIFIC AND PROFESSIONAL WORKERS

Throughout our inquiries, we have been impressed by the character of the work now done in the Civil Service of Canada. In accord with the highest traditions to be found elsewhere, its own tradition demands the faithful performance of his duties by the individual, though the results of the work done, however important they may be, do not accrue directly to him, either in the form of wealth, or, as a rule, in the form of public recognition. It is the Service as a whole, whose prestige is increased, or whose influence for good is extended, when work of outstanding merit is performed; and it is within the Service only that the individual worker obtains his reward. His reward is not in material advantage, but in the recognition and approbation of his fellow-workers.

Importance of Science in the Work of Government.

Within the service the work of no other section has increased in importance, during the last generation, so fast as that of the technical, scientific and professional workers. A proper appraisal of the present situation must begin by recognizing the growing importance of science in the work of government. Not many generations ago the work of the Civil Service (except that of the military and naval forces, and the law officers of the Crown) was almost wholly administrative. It is only within living memory that a series of remarkable advances in pure science, and the discovery of countless new, valuable and often unexpected applications of pure science to practical affairs, have made it no less essential for government than for private enterprise to be provided with a large and competent scientific staff.

In the case of Canada, whose vast natural resources make it uniquely important that government should assist private enterprise to develop rapidly our latent wealth with the minimum of waste, it is especially necessary that the Civil Service should include men of the highest scientific attainment. To date the country has been fortunate in commanding the services of such men, in whom there was often so little of self-interest, that the opportunity for scientific inquiry was regarded by them as being in itself a sufficient reward for their services. Instances are not unknown, in which men receiving salaries not markedly greater than that of a chief clerk in many private corporations, have been the means of enriching the wealth producers of Canada by many millions of dollars.

Nor is the need for such workers restricted to certain narrow fields within the Service. In department after department, there is being carried on work of national importance, whose efficient performance requires the services of trained men with initiative and scientific imagination. Moreover, each extension of the work of government into new fields widens the scope, and increases the need for such workers.

Range of the Scientific Activities of the Government in Canada

The most conspicuous of the newer government enterprises is perhaps the National Research Council, whose possibilities for good are incalculable, and upon which an interim report* has already been presented. But the business of research has been carried on in the past in a number of departments, and these will continue to contribute valuably to the solution of research problems, working alongside the staff of the National Research Council.

The importance of the responsibilities devolving upon the scientific workers in the Department of Agriculture, for example, it is almost impossible to exaggerate. In these days, when improvement of the quality of farm products is all important, their work is of lasting benefit to every farmer practising scientific agriculture, and to every organization marketing farm products. Much the same may be said, in a very different field, of the research work carried on in the Department of Mines by the staff of the Geological Survey and others. Many mining camps in Canada have presented new mining and metallurgical problems, upon the solution of which the development and economic use of their ores has depended.

Scarcely less important is the work of surveying, which is carried on by certain branches in a number of departments, and which is necessary for the extension and efficient development of our great natural resources in undeveloped areas. It is only as government makes available comprehensive and reliable information on these areas, that industry can safely undertake the pioneer work of their exploitation.

Of considerable importance also is the work of inspection, often demanding technical qualifications of a high order, which is necessary for the maintenance of the quality of our agricultural and many other products.

In the same way, the statistical enquiries, which can only be performed efficiently by government, have assumed a position of prime importance within the last generation. With the unification of the statistical services of the Federal Government, as a result of the Statistics Act of 1918, there has been a tremendous enlargement of the fund of statistical information, which is available for the guidance of Canadian industrialists and financiers as well as of Parliament. Since this Act was passed, Canadian official statistics have also attained a degree of accuracy previously unknown. Obviously, it is upon the possibility of continuous and accurate measurement of changes in economic conditions in this country and abroad, that the success or failure of a great deal of Canadian enterprise must necessarily depend.

These are only some representative instances of the manner in which the importance of the technical, scientific and professional workers in the Civil Service has been increasing of late years; while their numbers have increased till, by our own computation, there are now some 2,400 of them altogether. The competence of such workers for their tasks is assured, only when they have undergone an arduous and expensive preliminary training; and with the steady growth of scientific knowledge, the length and expense of the necessary training also tend steadily to grow.

It is essential to the continued welfare of the country that the Civil Service be enabled continuously to recruit workers with a proper scientific equipment for their tasks, and to retain them in the face of the high rewards offered for work

*Printed at end of this report.

of the same character elsewhere. Conditions of service, which proved attractive only to men of inferior quality, would presently be reflected in the hampered work of national development, and would operate as a handicap not only to government itself, but also to the business enterprise of the Dominion and to the people at large. With the growing importance of the work to be performed by the technical and scientific staff, it is, indeed, evident that the Service will require, with the passage of time, increasingly better men; nor does the enunciation of this principle reflect in any sense upon those who are discharging the heavy responsibilities of the present.

8. THE PROBLEM OF DEFINITION

While our terms of reference do not authorize us to make any rule or regulation binding upon others as to what positions are or are not technical or professional, we have been obliged, in order properly to discharge our functions and to report comprehensively upon the matters committed to us, to determine, for our own purposes, the positions which come within the scope of our Commission, and as to which we have a duty to report.

The use of the word "technical", in our terms of reference, is obviously beset with difficulty. There is a sense in which an artisan who has served a term of apprenticeship, and become qualified as a journeyman, may fairly be described as a technical man. Yet it is obvious that no line of demarcation, drawn for our present purposes, could include such a worker, however competent he might be, without causing serious confusion. It is the scientific character of so large a part of the work of the Civil Service upon which our attention has been directed, and which has suggested a working basis for the necessary definition.

Statutory Definition in the United States

It is doubtless a similar consideration which has recently led to the demarcation in the United States Civil Service, of those officials performing "Work which is based upon the established principles of a profession or science, and which requires professional scientific or technical training equivalent to that represented by graduation from a college or university of recognized standing". (H.R. 6578. 20th Congress).

Our Definition Based on Two Criteria

After deliberation, and the hearing of a number of Deputies on this question of demarcation, it has been concluded that a working definition should have reference both to the previous training of the incumbent of a position, and to the duties which he is called upon to fulfil in that position.

For a position to be considered as technical or professional, we believe that it should as a rule be necessary that the holder possess the degree of a recognized university, with specialization in a branch of knowledge generally now regarded as belonging to the professions—as pure and applied science (including forestry), law, statistics, or actuarial science.

No rigid grouping of these subjects for the purpose of this definition seems to us, however, either desirable or possible. With the growth of knowledge, and the development of new professional curricula by those in charge of higher education, subjects which are properly considered non-professional in one generation may properly be considered professional in the next generation. Any list of professional and technical positions in the Civil Service, however carefully it were to be constructed, would therefore need revision from time to time, when it might be necessary to designate as professional, certain classes previously considered non-professional, or *vice versa*.

In particular, it should be observed that there are certain classes of civil servants (in the Department of National Revenue, for example) who can scarcely, as a group, be considered to come within the terms of this or any similar definition, and who may nevertheless occasionally need to recruit individual officials with special qualifications of a scientific character, such as can only be secured at present in specialized courses at the universities, or in technological institutes of university standing. No definition could permanently be satisfactory, if its application were so rigid as to preclude the admission of occasional special cases of this kind into the technical, scientific and professional classes.

But, we believe, it is not sufficient that such civil servant should have received, before his appointment, an education which is properly termed technical, scientific or professional. We regard it as essential that the position which he holds (even if his duties are to some extent administrative) should be such as to demand the use of the technical, scientific or professional knowledge which the incumbent has already acquired by special studies, as distinguished from the practice of a technique which can be learned in the course of his employment. Here again, the fact that with the passage of time, there is continual alteration in the character of the duties to be performed in many positions in the Civil Service, and that positions are occasionally being discontinued or new positions created, would involve the revision from time to time of a list of professional positions, if such were presently to be established.

9. THE PRACTICAL DIFFICULTIES OF DEMARCACTION AND THEIR SOLUTION

Moreover, it is clear that even at a given moment of time, no definition of the professional classes, when used for purposes of demarcation, would give results that are entirely satisfactory. There are certain small but not unimportant groups of civil servants, who would be excluded if any precise definition were applied, whose exclusion would nevertheless, we believe, be improper and unfair. Such groups have, therefore, been regarded in this report, as coming properly within the scope of our enquiry.

The classes which, upon a full consideration of the matter, we believe should at present be regarded as coming within the scope of our commission are shown in Appendix A below.

We recommend that as, from time to time, applications are made by deputies for the classification as technical, scientific or professional of positions previously not so considered, or *vice versa*, these questions should be decided by the Civil Service Commission, in the light of the principles formulated above.

10. PURPOSE OF OUR RECOMMENDATIONS

In the course of discussions with Deputy Ministers and others who appeared to give evidence, we were impressed with the keenness and ability of many of the senior officers in the service. Their calibre is proof—if proof be needed—that in the past the Civil Service has been successful in enlisting and retaining men of first-rate ability, despite the relatively moderate remuneration. We do not feel the same assurance, however, that it will continue successfully to recruit or hold such men in the future, unless conditions of employment and prospects of advancement in the service can be simplified and improved considerably. Evidence given at our hearings makes abundantly plain the great difficulty that is sometimes experienced, even at present, in securing candidates for appointment, of the right type and the requisite ability. With the growing

attractions offered by private employment, in this age of increasingly rapid economic expansion, these difficulties are likely to become increasingly serious. In framing our recommendations, we have therefore always borne in mind the double need, firstly, for a simplification of the conditions surrounding the technical, scientific or professional worker; and secondly, for an improvement of his prospects in the service.

11. THE GOVERNMENT SERVICE COMPARED WITH PRIVATE EMPLOYMENT

In certain respects, it is true, the civil servant is at no disadvantage, or even at a positive advantage, when compared with other workers of his own kind in private employment. An appointment in the service carries with it security of tenure. The holder of such an appointment is freed from many of the uncertainties to which the servant of a private corporation is exposed. In the case of the Civil Service of Canada, we find that the system of pensions and superannuation is adequate, and indeed generous, in its treatment of those with ten or more years of service to their credit. Provision for holidays and sick leave is adequate also. It is superior to that ordinarily found in private employment, and equal to the best current practice.

These three conditions serve, very properly, to assist in relieving the civil servant of anxieties with regard to his own future and that of his dependents; and so set him free, without such distractions, to concentrate upon his duties. But while they do constitute advantages, when compared with the conditions ordinarily prevailing in private employment, such advantages are not those which as a rule appeal most strongly to men of an energetic, creative temperament, among whom the leaders in the service, no less than the directing heads of private enterprises, must be sought. For the sake of the country, no less than of the service itself, it is necessary that conditions of employment should offer a permanent positive attraction to men of this type.

The disadvantages encountered in the Service are connected, for the most part, with the scale of salaries, and with the opportunities for promotion.

Salaries within the Service, and in Outside Employment

(a) So far as the scale of salaries is concerned, we find that the technical, scientific and professional workers in the junior ranks of the service are at no pronounced disadvantage as compared with other similar workers in outside employment. Indeed, it is evident that beginners' salaries in the service are not infrequently somewhat larger than beginners' salaries elsewhere. The necessity for offering relatively high salaries to beginners is to be found in the very limited range of advancement which is open in the service, compared with the wide, and indeed almost unlimited range of advancement, which is offered to men of the required experience and calibre in outside employment. It appears, in other words, that the relatively low salaries paid to the senior officers of the service, instead of being a means of keeping the burdens of the taxpayers to the minimum, have actually been a means of increasing those burdens, since the number of beginners who must be liberally compensated, on the present scale, is comparatively large, while the number of senior officers, whose remuneration is low in relation to their responsibilities, is comparatively small.

When the average of salaries in the technical, scientific and professional service is compared with the average of professional salaries outside the service, generalization is not easy. Many professions and groups of workers are to be found in the service, and a separate comparison is needed for each, with the comparable profession or group outside. Such a comparison is not always directly possible, since little is known with regard to personal earnings in

the professions, and the private corporations employing professional or scientific workers are not always prepared to make public the salaries paid to such workers. Moreover, there are instances of scientific groups in the service, such as the entomologists, or the plant pathologists, or the astronomers, the nature of whose work is such that there exist no comparable groups of workers in private employment. In general, however, we believe that the average of salaries in the technical, scientific and professional service is below the average for comparable workers outside the service. In this connection we draw attention to the comparisons outlined in Appendices B, C and D, in which comparisons are made, firstly between the salaries of engineers within the service and outside; secondly, between the *rate of advancement* of certain graduates of McGill University, in the public service, in academic employment, and in private employ; and thirdly, between the *rate of salary increase* among members of the technical, scientific and professional service, and among members of a selected group in the teaching profession, whose members are not generally regarded as enjoying liberal rewards.

Opportunities for Promotion with the Service and Outside

(b) So far as opportunities for promotion are concerned, it is sufficient in this place to state that they are very much more limited than in private employment. In the service, the number of responsible and relatively highly paid positions is confined within rather rigid limits. Moreover, the number of resignations during the last ten years has been investigated, and our study shows that it represents a comparatively small turnover of the working force. As a result, not infrequently, individuals have been obliged to wait for promotion, till death or superannuation creates a vacancy.

This is the condition throughout the technical, scientific and professional service, and at every stage of promotion. We have been especially impressed, however, by the slow rate of advancement observable among officers with from eight to twenty years of seniority. Many of these officers, at a time of life when the financial responsibilities of a growing family are apt to be heavy, have not yet reached a scale of salary which can be regarded as adequate, even for a decent subsistence. If their professional competence is open to question, they should not have been retained in the service. If their professional competence is not open to question, then they should be provided with opportunities for advancement, which will at least enable them to pass on to their children the same educational advantages as they themselves have had. It should be possible, long before the twentieth year of service, to pick out all those whose promise is exceptional, and by promoting them from post to post, to give them a variety of experience that will qualify them, while still in the prime of life, for heavier responsibilities to come.

A private corporation, operated under totally different conditions from those essential to the Civil Service, possesses an elasticity which makes possible the more rapid recognition of outstanding ability. Thus, in private employment, opportunities for promotion are usually more frequent and better. We nevertheless believe that the system of promotion in the service is capable of some improvement; and our recommendations on this point will be found in the later pages of this report.

12. THE SIMPLIFICATION OF SALARY SCALES

We have studied in detail the present system of classification in the technical, scientific and professional service, and are impressed by the fact that it is unnecessarily cumbrous. *The number of individual classifications is very great; and the technical, scientific and professional workers are paid at present on no less than two hundred and three distinct and separate salary scales. Overlapping of salary scales, in successive positions on the ladder of promotion, is the rule rather than the exception.*

As an example of this, the case of the Survey Engineers in the Department of the Interior may be quoted. The successive overlapping classifications are:—

Classification	Salary Range
Surveys Engineer, Grade III.....	\$2,700—\$3,240
Surveys Engineer, Grade IV.....	2,820— 3,420
Surveys Engineer, Grade V.....	3,420— 3,720
Surveys Engineer, Grade VI.....	3,420— 4,020

One unfortunate result of this condition is that increments of salary become infrequent and discontinuous. A large percentage of the technical, scientific and professional workers are at present receiving the maximum salary permitted in their classification. The fact that there is not an orderly progress makes for discontent and disappointment, which are not consistent with the maintenance of maximum efficiency.

In order to deal adequately with deserving officers, whose advancement was halted by the present system of classification, new classes were continually being created; with the result that an act of justice to the individual has been apt to make conditions for the Service as a whole so much the more difficult and complicated.

We regard it as essential to the more efficient administration of the service that a limited number of salary scales should be substituted for the present multiplicity; that overlapping of salary scales be eliminated; and that, for the future, the creation of new classes with special salary scales be discontinued absolutely.

We believe that the bulk of present and future appointments can be organized, to the great advantage of individual officers, in seven grades, each with its appropriate salary scale, so arranged that the maximum in each grade is below the minimum in the next higher grade; and that the difficulties inseparable from such a simplification can be met by the determination of a small number of Special Ratings.

One of our principal objects, in making detailed recommendations to this end, has been to permit of a series of annual increments (dependent, of course, upon the satisfactory performance of his duties by the individual officer) which would assure to the members of the technical, scientific and professional Service, at the time of life when their obligations are likely to be heaviest, a reasonable standard of living. Advancement beyond this reasonable standard should, we believe, be dependent upon promotion, as a recognition of outstanding competence and merit.

13. PRESENT PRACTICE IN DEALING WITH PROMOTIONS

A drastic simplification of the salary scales, as has already been suggested, is an essential preliminary to the general improvement of the service. But this must be followed by some effective arrangement, which will provide an orderly system of advancement from grade to grade. We believe that the present practice in respect of promotion is open to considerable improvement.

The root of the difficulty lies, not in the statutory rules governing promotion, but in the needlessly complex administration of these rules. While the system of administration represents a sincere endeavour to secure an impartial selection, as between candidates for the same position, it is cumbrous and tardy. For this reason also, the Service is often unable to retain valuable officers, who have received attractive offers of employment from outside, since the present system of administration makes almost impossible the rapid revision of individual salaries, with a view to meeting such contingencies. While the experience of different deputies is not uniform in this respect, there is no doubt that the present arrangements governing promotion have a paralyzing influence.

Promotions under the Civil Service Act.

Under the Civil Service Act, the responsibility for promotions, as well as for the admissions to the service and for the classification of positions, is vested in the Civil Service Commission. The relevant sections of the Act with which we are here concerned, are **4, 10 and 14.**

POWERS AND DUTIES OF THE COMMISSION

4. The duties of the Commission shall be:

Duties of
Commission.

(a) to test and pass upon the qualifications of candidates for admission to, and transfer and promotion in, the Civil Service, and to issue certificates with respect thereto required under this Act or regulations made hereunder;

* * * * *

(c) to report upon the organization or proposed organization of the departments or any portion of any department or of the Civil Service, and upon any proposed change in such organization;

* * * * *

(f) to arrange for the transfer of supernumeraries or other officers, clerks and employees from portions of the Civil Service where they are no longer required to other portions of the Civil Service where they are required;

(g) such other duties as are assigned to it by the Governor in Council.

2. The duty is to call all other officers and employees of the Civil Service Commission shall give the Commission such access to their respective departments and offices to have access and such facilities, as, in their and information as the Commission may require to offices, etc. for the performance of its duties.

CLASSIFICATION OF THE SERVICE

10. The Civil Service shall, so far as practicable, be classified and compensated in accordance with the classification of such service dated the first day of October, one thousand nine hundred and one, signed by the Commission, and confirmed by chapter ten of the statutes of the year one thousand nine hundred and nine, second session, and with any amendments or additions thereto thereafter made, and references in this Act to such classification shall extend to include any such amendments or additions.

2. The Commission may, as it from time to time deems necessary,

Establishment
of new
classes
and
grades

(a) establish additional classes and grades and classify therein new positions created or positions in existing or not included in any class or grade established in the said classification; and

(b) divide, combine, alter, or abolish existing classes and grades.

Positions to be embraced in classes.

Statement of duties not to affect statutory powers or duties of employees.

Re-classification of positions.

Increases.

3. Each such class shall embrace all positions similar in respect to the duties and responsibilities appertaining thereto and the qualifications required for the fulfilment thereof, and shall be given a classification title indicative of the character and rank of the employment.

4. The statement of duties made in defining a class in the classification shall not affect the powers or duties of any employee under any statute or the power of a head of a department or a deputy head to control and direct the work of any employee under such head or deputy head.

5. Any change in the duties of a position which, in the opinion of the Commission, is material, shall operate to abolish it and to create a new position which shall be classified by the Commission under this section.

14. The rate of compensation of an employee who has not reached the maximum rate of compensation of the class in which he is serving, may be increased upon the recommendation of the deputy head approved by the Commission, but no such recommendation shall be approved unless it is accompanied by a statement of the deputy head supported by such evidence and records as the Commission may require, that the employee has rendered meritorious service and has increased his usefulness in the service.

2. Such increase shall be to the next higher rate for the class, and the new rate shall become effective at the next quarterly date after its approval by the Commission, that is to say, either the first day of January, April, July or October.

The responsibilities borne by the three members of the Civil Service Commission are thus extraordinarily heavy. They are responsible not merely for the staffing of the service, but for the details governing the work of a body of civil employees of the Dominion Government, numbering nearly forty thousand men and women. Countless individual problems arise from month to month, which have to be settled on their merits, any one of which may involve a great number of intricate considerations, since the position of each individual in the service, when it is reviewed, has to be considered in relation to all other like positions in the service.

There is no doubt that the Civil Service Commission, in one important respect, has met the requirements of the country; it has maintained an impartial attitude, and on this point is immune from criticism. Those countries in which personal influence has been permitted to determine appointments in the public service, have, with few exceptions, been governed wastefully and inefficiently. The Civil Service Commission may be said to have originated in the determination that Canada should not so be governed. But even in the discharge of its primary functions, the Commission has been hampered by the great multiplicity of its duties and responsibilities.

In this connection, we have studied with some care the Constitution and the duties of the Civil Service Commission in Britain. Both bodies exist for the fulfilment of the same main purpose—to make impossible the admission of unfit persons to the Civil Service, as the result of private influence. As will presently be seen, however, the duties of the Civil Service Commissioners in Britain are much less extensive than those embodied in the Civil Service Act of Canada. We have been strongly impressed by the greater freedom of the British Commissioners to concentrate upon the principal purpose for which they were appointed, the selection of the staff.

The Present System of Selection for Promotion.

The practice of the Civil Service Commission of Canada, in respect of promotion, is as follows:—

Upon the occurrence of a vacancy, the Deputy Minister advises the Civil Service Commission as to whether or not, in his opinion, the vacancy can be filled by promotion, sometimes in special cases accompanying this advice with

a recommendation for the promotion of a designated employee. His recommendation may or may not be accepted by the Commission. If it is not accepted, it may be because the Civil Service Commission is under the impression that other members of the same branch or Department are equally well, or better qualified; or it may be because the Commission is unable to satisfy itself that there is anyone in the Department concerned, who is sufficiently well qualified to fill the vacant position.

In the former case, the Commission invites applications and requests the deputy to rate the various officials in his department, who apply for the position; the rating being made on a percentage basis, twenty per cent for length of service, thirty per cent for performance in the candidate's present position, and fifty per cent on account of his fitness for the position which is vacant.

In the latter case (or indeed, in the former case, if the system of rating gives no decisive result) the Commission may advertise for applications for the vacant position, either in other departments of the service, or from the general public, and may hold a competitive examination. The candidate securing the highest mark, is, as a rule, appointed.

We do not believe that this system is well calculated to secure the most suitable technical, scientific and professional appointments. It has one distinctive merit; it gives no place, at least ostensibly, to purely personal considerations. On the other hand, it is mechanical and lifeless. For junior positions involving no responsibility, there is something to be said for a system of rating, or alternatively, for a written test. Except in the case of junior positions, we regard either arrangement as being in many cases an unsuitable method of selection.

British Experience regarding Examination of Professional Civil Servants.

In this connection we quote from the Fourth Report of the British Royal Commission on the Civil Service (Cd. 7338, 1914), which contains some pertinent observations on this question. In discussing the problem of recruiting members for the technical, scientific and professional Civil Service of Britain, the commissioners observed (Chapter VI.I):—

"It is at a comparatively mature age that such men, as a rule become desirable as public servants; and as a rule they begin their service to the State several years later than those who are recruited for administrative and clerical duties.

"Any attempt to select men of such standing by competitive examination would be generally impossible; for not only is it true that after a certain age, which some would fix as early as twenty-seven and few later than thirty, a man ceases to be "examinable", but also the qualities which are required in this section of the public service are generally not such as to be susceptible of evaluation by the examination method.

"Such a test, however, even if it did not deter desirable candidates from coming forward, could not be applied in such a manner as to eliminate the least fit or select the most fit for the public service.

"We think that for candidates for the professional Civil Service below the age of about twenty-seven years, there should be laid wherever possible to competitive examination; but that it is essential that men who have passed the age of twenty-seven or thereabouts should be chosen on their merit of achievement and on their personal qualities unless, in the opinion of the Civil Service Commissioners, a competitive examination is, in the circumstances of any particular case, desirable."

14. PROPOSED CREATION OF TWO DIVISIONS IN THE TECHNICAL, SCIENTIFIC, AND PROFESSIONAL SERVICE; AND RECOMMENDATION WITH RESPECT TO THE METHOD OF SELECTION FOR PROMOTION IN EACH DIVISION

The selection of men for advancement and promotion is the central problem in the conduct of any great organization. After making careful enquiries, we do not believe that the system at present followed, as outlined above, is calculated to make for the maximum of efficiency, at least in the case of the technical, scientific and professional workers. We believe that the Deputies should be given a much greater freedom to recognize and reward individual ability or special competency.

It must be remembered that the staff of the technical, scientific and professional service have fitted themselves for specialized duties by undergoing a specialized preliminary training; and that in many cases the nature of their duties is such that no one who is not intimately acquainted with the field of knowledge in which their work lies is competent to form a judgment, either as to the quality of their work in the past, or as to their capacity for doing more advanced and responsible work in the future.

It is only natural that the heads of divisions and branches in the technical, scientific and professional service should have an acquaintance with these matters very much more intimate than anyone else can possess; and that, by daily contact with these heads, the Deputy Ministers in administrative charge of the Departments should be better informed in regard to them than anyone else, who is not actually working in the specialized fields to which reference has been made.

Moreover, the senior officers in the technical, scientific and professional service are responsible in many cases for the control of heavy public expenditures, sometimes running into millions of dollars—expenditures which cannot easily be made subject to routine supervision, in order to secure that they shall be made to the best advantage.

Not infrequently, these expenditures are made in remote areas. In any case, the value to be obtained from them, by the country at large, depends upon the diligence and capacity of those in charge on the spot.

The officers responsible for these expenditures are administering statutes, or fulfilling duties, which not infrequently bring them into contact and negotiation with the most important financial and industrial interests in this country—interests employing professional executives often very much more highly paid than themselves—and in certain cases extend their activities beyond the national boundaries, where international negotiation and co-operation are involved.

Under these conditions, the Deputy Ministers and the heads of branches concerned have the same kind of interest as the managers and other executives of the great private bodies with which they deal, in building up around themselves a body of able and responsible subordinates, who are capable of the most effective team work possible, since many responsibilities must inevitably be delegated by them to such subordinates.

In other branches of the technical, scientific and professional service, while no very great expenditure of public moneys may be involved, enquiries of a scientific character, whether research or survey, are continuously in progress; and upon the efficiency with which these enquiries are conducted, depend a possible gain or loss of many millions of dollars, by producers in the leading Canadian industries. An example of this is the research now being conducted into the problem of rust in the wheat fields, which, with a relatively small outlay of public money, will determine the possibility of regularizing and increasing materially the yield of the grain areas, to the great benefit (if rust can be combated successfully within a reasonable time) of the whole population of Canada. In cases of

this kind, efficient team work among those chiefly concerned is an absolute essential—no whit less necessary than in other fields where large expenditures are being made.

Practice of Private Corporations in Selecting for Promotion

In considering the possible measures by which this ideal of efficient team work, so necessary in each of the foregoing instances, may be secured among the responsible officers, it is well to take account of the principles which have been evolved by the great private corporations in order to deal with the same problem. The practice of the great private corporation in respect of the selection and promotion of subordinate officers is fairly uniform, and can be very simply stated. While the ultimate authority for all appointments and promotions rests with the chief executive, upon whom lies the responsibility for the conduct of the whole enterprise, it is also true that each executive official, who is responsible for a definite part of the work of the corporation, is allowed considerable freedom in selecting those who shall in turn carry responsibility under him. Although he possesses only the power to recommend promotions, and in every case such recommendation requires the sanction of higher authority, the system of consultation, as a result of which these decisions are made, generally gives him an effective choice as to who shall be associated with him in the performance of his duties. Habitual interference with his freedom of selection would imply lack of confidence in himself, on the part of the chief executive, and might also be made to serve as an explanation of his subsequent failure to discharge his own responsibilities effectively. With subordinates who have not commanded his own confidence, but have been imposed upon him by superior authority, he may claim, with some show of reason, that he could not efficiently perform his task. Serious limitation of his freedom in this regard would, in other words, involve limitation of responsibility also; and the possible success of the business depends upon there being a clear allocation of responsibility.

Changes Desirable in the Service

While we recognize that it is impossible to secure within the service the same degree of elasticity that is to be found in private employment, we have no doubt that changes can be made in the direction of greater elasticity. The three main essentials appear to be:—

- (1) That the deputy should exercise a more direct control over his own staff, than he possesses at the present time;
- (2) That in the selection of individuals for promotion, consideration should be given exclusively to merit; and
- (3) That decisions should be made and acted upon with the minimum of delay—a good deal more promptly than is sometimes the case at present.

Proposed Establishment of Two Divisions

As will presently be seen, we recommend that the seven grades to be indicated below, which we propose as a substitute for the multiplicity of existing salary scales in the technical, scientific and professional service, be divided into two Divisions, of which the lower be described as the First Division, and the upper be described as the Second Division. We recommend also that the control of promotion and advancement should be somewhat different in the respective divisions.

Promotion in the First Division

In the First Division, we believe that the best interests of the service demand an unfeigned control of his subordinates by the deputy, by whom advancement and promotion should be determined, subject to approval by the Treasury Board.

In this Division, the advancement of the individual should be dependent, not upon the creation of vacancies, but upon his own industry and ability, and the character of the work done.

This is in accord with the British tradition, and we believe that the high reputation of the British service is traceable in no small measure to the disciplinary control of subordinates within the department.

Under the present proposal, the principal distinction of rank in the technical, scientific and professional service will be that between the two divisions. Officers will be raised from the First to the Second Division, as vacancies occur, only when they have already shown their fitness for individual responsibility, and have received a training for work in the Second Division.

Promotion in the Second Division.

In the Second Division, which will include all heads of branches and Divisions in the technical, scientific and professional service, as well as many senior positions involving the supervision of subordinates, we believe that the Civil Service Commission should exercise a discretionary supervision over promotions; and that this obligation may remain upon the Civil Service Commission, without detriment to the performance of its principal function, that of selecting the most fit among the candidates for admission to the service.

In this instance, we recommend that the selection of candidates for promotion should be made by the deputy (who will, it is assumed, take steps to ascertain the judgment of his senior officers, with regard to the fitness of candidates for promotion); but that, as a further safeguard against errors, the Civil Service Commission should be required, before such a selection is accepted and the promotion made effective, to certify that the selected candidate is competent, and qualified to discharge the duties that will devolve upon him in his new post. The recommendation of the deputy, together with the certificate of the Civil Service Commission, would then be submitted for the final approval of the Treasury Board.

In other words, the Civil Service Commission should not be required, as at present, to survey the field of choice for possible promotions, but only to satisfy itself with regard to the selected individual, that he is a fit candidate for promotion.

15. THE METHOD OF RECRUITING FOR THE TECHNICAL, SCIENTIFIC AND PROFESSIONAL SERVICE

We believe that these recommendations will make for the more efficient direction and performance of work in the departments; but they may also be defended on the ground that they relieve the Civil Service Commission of certain responsibilities, which unnecessarily complicate the work of its staff, and are calculated to diminish its own efficiency.

It is unnecessary to repeat here that the Civil Service Commission exists primarily for the discharge of a duty, upon whose faithful performance the efficiency of the public service may be said to depend. Its first and most important task is to see that the Civil Service is recruited from among men of high character, good education, and more than average ability—to safeguard the service against the intrusion of unfit persons, as the result of private influence.

It is obvious that this function is exercised most effectively at the gateway to the service. Under the Civil Service Act the Commission must pass upon the quality of candidates, devise tests suitable for this purpose in each case, and conduct such tests wherever it may be necessary to do so. These in themselves are exacting duties.

Experience in the British Civil Service.

We believe that useful guidance is afforded by British experience in dealing with the same problems. Reference has already been made to the Civil Service Commissioners in Britain. The creation of this body was inspired by the same motives that prompted the passing of the Civil Service Act in this country. It now possesses an uninterrupted record of three-quarters of a century. We find that during this period it has indeed exercised some supervision over promotions in the British Civil Service; but that it has nevertheless been remarkably free to concentrate its attention upon the junior appointments, the quality of which must in the long run determine the quality of the service as a whole.

The Civil Service Commission in Britain was established by an Order in Council of May 21, 1855. A board of three commissioners was appointed, with tenure during the pleasure of the Crown, to conduct "the examination of the young men proposed to be appointed to any of the junior situations in the civil establishments." The duties of the commissioners (as summarized in the Fourth Report of the Royal Commission on the Civil Service, Cd. 7338, 1914) were "to satisfy themselves as to the age, health and character of candidates for such situations, and to ascertain if they possessed the required knowledge and ability for the proper discharge of their official duties." Under the Order in Council, the commissioners' certificate of qualification on these four points became a condition precedent to appointment to any of the junior situations in question.

The function of the British Civil Service Commission has thus not been to select the persons who shall be appointed to the service, but to see that no persons are appointed, except such as possess the necessary qualifications for the work to be entrusted to them.

In those cases in which the Civil Service Commission in Britain has to do with promotion within the service, its function is again negative rather than positive. Its business is to issue a certificate of qualification on behalf of the candidate for promotion, but not in the first place to make the selection of the candidate. Here again, therefore, its task is merely to see that unfit persons are not promoted, without exercising a choice as to who shall be promoted.

Our recommendations will have the effect of assimilating Canadian and British practice to a certain extent.

Suggested Changes in the Method of Recruiting.

In addition to these recommendations with regard to promotion, we suggest certain changes in the method of recruiting the members of the technical, scientific and professional service, which are not fundamental, but which will, we believe, produce a marked improvement in efficiency.

(a) In the first place, it is suggested that the Civil Service Commission should recruit for the junior appointments in all branches of the technical, scientific and professional service, as far as possible at the same time, in the spring of the year.

Recruits in the junior ranks naturally come from the under-graduate or graduate schools of the Canadian universities. Ex-students of the universities are looking for employment in the spring, and as a rule become available in May and June. At other times of the year, owing to the fact that these graduates usually find employment very quickly, it is sometimes almost impossible to fill junior technical, scientific and professional appointments, even though they may be financially attractive.

If, therefore, the Civil Service Commission were to pool its technical, scientific and professional appointments for the year so far as possible, and advertise them simultaneously in March, there is no reason why these appointments should not attract many of the best of the graduates leaving the Canadian universities.

It is suggested that, at the time when the Government departments submit their financial estimates to the Department of Finance, they should also submit estimates of their staff requirements to the Civil Service Commission. The Civil Service Commission could then study these estimates carefully during January and February (as the Finance Department does the financial estimates), and in March advertise the positions to be filled all over Canada simultaneously. It is true that during the remainder of the year it would occasionally be necessary to fill positions, where vacancies had not already been foreseen; but if the course suggested here were made a routine procedure, there is little doubt that the Civil Service could recruit its technical, scientific and professional staff mainly at the season when the largest number of good candidates is available.

(b) In the second place, it is suggested that the form of announcement of vacancies in the technical, scientific and professional service should be changed.

At present, the advertisement of a vacancy enumerates the details of the classification which has been made for the position. In the case of a junior position, the lowness of the maximum salary in the classification may itself act as a deterrent to suitable persons, who might otherwise have become candidates. The form of advertisement inevitably carries the suggestion that the successful candidate may rise no higher than the maximum named. If, on the other hand, the advertisement were to explain the relation of the grades to one another, and to add that promotion to the higher grades would be made, in the First Division, according to the candidate's industry and ability, and the nature of the work done; in the Second Division, according to merit and as vacancies occurred; this change would in itself make the position more attractive to the prospective candidate for appointment.

16. PROPOSED NEW GRADES AND DETERMINATION OF INDIVIDUAL SALARIES WITHIN GRADES

These recommendations, it is hoped, will lead to the recruiting of men of a high type for the technical, scientific and professional service, and their advancement in the service, with a saving of effort and time to those in administrative charge, and increased satisfaction in their work and conditions of work, on the part of the members themselves. The framework of grades and salaries within which it is proposed to apply these principles, and which has already been described above in general terms, is as follows:—

	Minimum Salary	Annual Increase	Maximum Salary
	\$	\$	\$
<i>First Division:—</i>			
Grade I.....	1,800	120	2,160
Grade II.....	2,280	120	2,760
Grade III.....	2,880	120	3,360
<i>Second Division:—</i>			
Grade IV.....	3,420	120	3,900
Grade V.....	4,020	120	4,620
Grade VI.....	4,800	240	5,520
Grade VII.....	5,700	300	7,200

Special Ratings.....\$7,500—upwards.

It is assumed that, unless under very exceptional circumstances, the salaries named above are inclusive of house allowance; and that those officials for whom a house is provided will be debited with the rent charge accordingly.

When the scheme outlined in this Report is made operative, and the members of the technical, scientific and professional service have been transferred to the grades here designated, the present classifications, with their elaborate nomenclature, will have passed out of existence. We therefore suggest that, after the change has been made, it would be well to base the nomenclature in the technical, scientific and professional Service upon these grades, describing them respectively as the Junior Professional, Assistant Professional, Associate Professional, Professional, Senior Professional and Principal Professional Grades. Grade VII, which includes only a small number of members of the service, holding appointments of a distinctive character, need not be included in this scheme of nomenclature.

Treatment of Special Cases.

We recognize that it will not always be feasible to transform an existing classification into a single one of the grades listed above, and to restrict the incumbent to that one grade pending promotion.

A crucial case is that of the Geologists. The present scale of salaries of these men is:—

—	Minimum	Annual Increase	Maximum
	\$	\$	\$
Assistant Geologist.....	2,220	120	2,580
Associate Geologist.....	2,700	180	3,600
Geologist.....	3,720	180	4,620
Chief Geologist	4,440	180	4,980

The list of actual salaries shows that two Assistant Geologists are both receiving \$2,220 at the present time; nine Associate Geologists are receiving salaries between the limits of \$2,700 and \$3,600; and eleven Geologists are now receiving salaries between the limits of \$3,720 and \$4,620; the Chief Geologist is at the top of his scale, and receives \$4,980.

As will be seen by reference to Appendix A, it is suggested that for the future the Chief Geologist should be in Grade VI; that Geologists should go through two grades, V and VI respectively; that Associate Geologists should be placed in Grade IV; and Assistant Geologists should be placed in Grade II and should be promoted, at the discretion of the deputy, to Grade III, in accordance with the spirit of our recommendations in Section 13, above.

This suggestion involves an alteration of limits as follows:—

—	Present Limits	Proposed Limits	
	\$	\$	\$
Assistant Geologist.....	2,220—2,580	2,280—3,360	
Associate Geologist.....	2,700—3,600	3,420—3,900	
Geologist.....	3,720—4,620	4,020—5,520	

On this basis, it is recommended that the eleven existing Geologists be placed in Grade V, and that it be left to the discretion of the deputy in time to come to recommend the promotion of individuals to Grade VI. Similarly, it is

recommended that the nine existing Associate Geologists be placed in Grade IV. Assistant Geologists will be promoted to Grade III on the recommendation of the deputy, and will enter the Second Division by promotion to Grade IV, when they are raised to the rank of Associate Geologists.

The Safeguarding of Individual Interests under the Scheme here recommended.

Since, in the revision of salary scales for the whole of the technical, scientific and professional service, it is not unlikely that here and there an individual officer might conceive that the revision suggested in his case might offer him less than he could count upon receiving in his present classification, we recommend that any such officer be permitted, on expressing a wish to do so, to remain within his present classification, pending promotion to one of the higher grades in the scheme here recommended.

In any case, we wish to make it clear that, in the transference of members of the technical, scientific and professional service from the present classifications to the new grades, the details of transfer should so be arranged, as, in no case, to bring about a reduction of salary. Thus, if the present salary of the individual is above the minimum of the grade into which he is transferred, he should be transferred to the point in the new grade corresponding to his present salary, or, if the correspondence is inexact, to the next higher rate in the series of increments within that grade, and should not go to the bottom of the new grade. If it should be found that any member of the service is now receiving a salary higher than the maximum of his new grade, his salary should be maintained at the present figure, but any one else who is subsequently promoted to the position should be placed at the minimum of the new grade, and should proceed by the regular increments to the maximum of that grade.

Proposals with Regard to the Period of Probation.

In the case of those entering the service in Grade I, whose qualifications are such as to permit of a fairly rapid promotion to one of the higher grades, but not in other cases, we recommend that the period spent in Grade I be regarded as a probationary period.

We regard the present probationary period of six months as being altogether too short; and since those entering the service will possess unequal qualifications and experience, we do not believe that the probationary period should be of uniform length. We consider that it should not in any case exceed three years; but that those with especial qualifications or experience should not be required to spend the full period of three years on probation.

It is assumed that in future those who are recruited to the technical, scientific and professional service will in all cases be graduates of universities, or, alternatively, of institutions of university standing. But these graduates will not, at the time of appointment, possess equal qualifications. Some will possess the Bachelor's degree, in Science, or Engineering, or some other branch of knowledge, and will have had no research experience of any kind. Others will possess the Master's degree, and will have had a research experience of one or two years. Others, again, will possess the Doctor's degree, with a research experience of three years or more, and the completest training at present obtainable in their chosen field.

It is clearly not necessary to treat men, whose qualifications differ so greatly, on one and the same basis. The circumstances of the case require that they should be recruited, in the probationary grade, at different initial salaries; and it would be wise, also, to make the respective probationary periods of unequal duration. While the full three years in the probationary grade may be required, generally speaking, for the holder of the Bachelor's degree, one year of probation, or at most two, should suffice for the holder of the Doctor's degree.

17. RECOMMENDATION WITH REGARD TO THE DETAILS OF ADJUSTMENT

By the application of these principles to the technical, scientific and professional service, we believe that the two main objects above mentioned can be secured; conditions of employment can be simplified very greatly, and prospects of advancement improved.

It is nevertheless inevitable that, in the working out of details, there will be certain injustices to individuals.

These are likely to be connected both with the demarcation of present classes, and the grading of positions.

We repeat that there is no clear-cut line of distinction between those classes which may properly be described as technical, scientific or professional, on the one hand, and on the other, those which must be described as administrative. The work of many civil servants is to some extent scientific, and to some extent administrative also. As soon as an attempt is made to draw sharp lines of distinction between the two groups, it becomes evident that they blend into one another almost imperceptibly. It is therefore inevitable that a demarcation, to meet the needs of the service, must be, to a certain extent, arbitrary.

Provision for the Reviewing of Classifications and Grades

In order to guard against possible injustices, to groups which have not been included in Appendix A, we recommend that, on application of the deputy or deputies concerned, the Civil Service Commission be authorized to review the qualifications and duties of the members of any such group, in the light of the general definition to be found in Section 7 above.

Similarly, in order to guard against the possibility that certain groups may have been placed in grades, under a misapprehension of the real importance of their duties, we recommend that, on application of the deputy or deputies concerned, the Civil Service Commission be authorized to review the grading of any such group, and, if necessary, to revise it.

18. CONTRIBUTIONS UNDER THE CIVIL SERVICE SUPERANNUATION ACT

Since outside the service it has come to be generally recognized that the provision made for pension funds is essentially a part of the remuneration for work done, we believe that it would be well to amend the Civil Service Superannuation Act (1924), so as to entitle the civil servant, at withdrawal from the service for any cause (except dismissal for misconduct), or his estate in the event of his death, to a payment from the pension fund of not less than his accumulated contributions to the fund, without interest.

19 MEDICAL OFFICERS AND SOLICITORS

We make no recommendation in respect of part-time medical officers, the nature of whose duties makes it impossible to classify them in grades designed for the compensation of persons, the whole of whose time is devoted to the service of the State. Medical officers holding full-time appointments are dealt with in Appendix A, as are solicitors, also.

20. RECOMMENDATION WITH REGARD TO THE BOARD OF RAILWAY COMMISSIONERS: SALARIES, PENSIONS AND TENURE OF OFFICE

We have considered carefully the position of the Board of Railway Commissioners. Its members bear heavy responsibilities, and upon the wisdom of their decisions depend, to no small extent, the welfare of the country and the public, and the enormous transportation interests of the Dominion. Moreover, their work is at times strenuous, and demands a strong physical constitution, as well as sound judgment and knowledge. The terms of their employment should obviously be such as to offer a permanent attraction to men of vigour and unusual ability. When the board was originally constituted, the salaries of its members appear to have been fixed with this consideration in mind; and they were actually higher, at that time, than the salaries of judges in the Supreme Court. In recent years, however, they have not been raised so as to keep pace with the rapid increase in the salaries of other important appointments in the public service. The limited tenure of office and the absence of a pension provision are also factors tending to make a seat on the board less attractive than it should be; and although retiring members are very properly eligible for reappointment, there is an age beyond which they should not be called upon to perform duties of an arduous character, which may involve long periods of travel under varying conditions. We therefore recommend, in regard to the Railway Commissioners:—

- (1) That their salaries be raised as follows: the Chief Commissioner to receive \$15,000 annually; the Assistant Chief Commissioner, \$12,000; the Deputy Chief Commissioner, \$11,000; and the remaining members of the board, \$10,000;
- (2) That retiring members of the board be made eligible for pension, on a non-contributory basis, at the rate of one-third of total salary for those with ten or more, but less than twenty years of service; and at the rate of two-thirds of total salary, for those with twenty years of service and upwards; and
- (3) That the age limit for members of the board be reduced from seventy-five years to seventy.

(4) We recommend also that the tenure of future appointments be similar to that of judges of the Supreme Court of Canada, instead of for a term of years.

21. RECOMMENDATION WITH REGARD TO THE BOARD OF PENSION COMMISSIONERS: SALARIES, PENSIONS AND TENURE OF OFFICE

Though not of the same kind, the responsibilities of the Board of Pension Commissioners are also heavy. We recommend that the salaries of members of the board be fixed at \$7,500 annually; and that the Chairman receive \$9,000. We further recommend that, in respect of pensions, the provisions of the Civil Service Superannuation Act (1924) be applied to them, with the exception that upon the expiry of their term of office they be eligible for pension, although they may not have reached the age limit required; and that the tenure of future appointments be at the pleasure of the Crown.

22. RECOMMENDATION WITH REGARD TO THE CIVIL SERVICE COMMISSION: SALARIES, PENSIONS AND TENURE OF OFFICE

We recommend that, in respect of salaries, pensions and tenure of office, the Civil Service Commission be put upon the same basis as the Board of Pension Commissioners.

23. COMPENSATION OF DEPUTY MINISTERS AND ASSISTANT DEPUTY MINISTERS

While we are not authorized to make recommendations with regard to the compensation of deputies, we have been obliged to consider the position of certain deputies, whose qualifications and duties are technical, scientific or professional. We venture the opinion that, in order to retain men of the required calibre, at a time when the rewards offered in private employment are steadily rising, it will be found necessary, on occasion, to fix salaries as high as \$15,000 annually.

Assistant Deputy Ministers.

Assistant Deputy Ministers occupy positions second only to the permanent administrative heads of the departments. Some of them are performing duties which definitely make them members of the technical, scientific and professional service. Others are dealing continuously with, and supervise the work of members of the technical, scientific and professional service. The case of these officers has not been specifically referred to us, and no sharp distinctions can in any case be drawn between them. We make recommendations in respect of the two Assistant Deputy Ministers in the Department of Justice, the Assistant Deputy Minister in the Department of Mines, and the Assistant Keeper of Public Records in the Public Archives only.

24. RECOMMENDATIONS REGARDING OTHER OFFICERS WITH THE RANK OF DEPUTY MINISTER

The following officers are officially described as having the rank, but not the title of Deputy Minister. It seems to us that this description of their position is anomalous and confusing:—

Clerk of the House of Commons
Clerk of the Senate
General Librarian of Parliament
Parliamentary Librarian
Registrar, Supreme Court

We recommend that in the case of the officers named in this section, they should be designated solely by their official titles, without the rank of Deputy Minister, since the position and duties of a Deputy Minister are not comparable with theirs.

We recommend also that their salaries, and that of the Chairman of the Board of Historical Publications, be raised from \$6,000 to \$7,500 annually.

25. RECOMMENDATIONS WITH REGARD TO SPECIAL RATINGS

We have found a number of positions in the technical, scientific and professional service in which exceptional or especially important work, involving unusual responsibility, commands salaries greater than the maximum in the regular classifications. Some of these positions, as will be seen by reference to Appendix A, have been placed in Grade VII, the highest of the regular grades which it is proposed to establish. Others cannot be dealt with adequately within the regular grades, described in Section 14, and for these we recommend a series of Special Ratings, at salaries of \$7,500 and upwards. The positions recommended

for special rating, together with the salaries considered appropriate to these positions, are as follows:—

Department	Position	Salary Recommended
		\$
Agriculture.....	Director of Experimental Farms.....	7,500
Board of Railway Commissioners.....	Chief Traffic Officer.....	8,000
Insurance.....	Chief Actuary.....	7,500
Interior.....	Chief Examiner.....	7,500
	Director, Dominion Water Power and Reclamation Service.....	8,000
Justice.....	Assistant Deputy Minister.....	7,500
Pensions and National Health.....	Director of Medical Services.....	7,500
Public Works.....	Chief Engineer, Public Works.....	8,000
Railways and Canals.....	Chief Engineer.....	10,000
	Engineer, Welland Ship Canal Construction.....	9,000

26. THE COST OF THE CHANGES RECOMMENDED

We have made a careful estimate of the net addition to the national budget, which these proposals will occasion. While it is impossible to determine precisely the sum involved, which will be affected by the number of changes in personnel during the period of adjustment, and other incalculable factors, we believe that it is possible to state the cost with reasonable accuracy. The plan will not become fully operative until some five or six years after its adoption. In the first year the placing of each appointment within its appropriate grade will cause a certain initial expense, after which each succeeding year should involve a progressively smaller additional expense, until the situation becomes fully stabilized.

We estimate that the net additional cost in the first year will be approximately \$360,000; and the total additional cost, when adjustment is completed, approximately \$750,000 annually.

These figures of approximate net additional cost will be reduced, to the extent that the transfer of natural resources to the western provinces involves the withdrawal of members of the present technical and scientific staff from the Civil Service of Canada.

27. SUGGESTED FURTHER INVESTIGATION OF THE CIVIL SERVICE GENERALLY

During the course of our inquiry, we were impressed with the fact that those engaged in technical, scientific and professional work for the Government, though they formed a very important branch of the Civil Service, were still in numbers only a moderate proportion of the total engaged in Government service. The cost of government, measured by salaries or wages alone, is substantial, and the number of employees very great. Having in mind the obvious desire of the Government, as indicated by the reference to us, to improve the status of its technical officers with a view to increasing the efficiency of that branch of the service, it has occurred to us that an investigation of the Civil Service generally, i.e., as to numbers, nature of work and rates of pay, might conceivably result in some economy and greater efficiency. We are sensible of the fact that such a work is of considerable magnitude and would involve careful

scrutiny of the personnel in each department, and that it would take a considerable time, but we believe the results would more than justify the expense of such an investigation. We appreciate, of course, that this is not a subject which has been referred to us, and that our observations are not strictly pertinent under the terms of the Order in Council, but the information adduced during the course of the inquiry has pointed so strongly to the possibility of an effective and valuable work being done in this way, in a further effort to improve the personnel and increase the efficiency in Government service, that we felt we might, without impropriety, suggest for the consideration of the Government that at the appropriate time it might profitably be undertaken.

28. SUMMARY OF THE FOREGOING RECOMMENDATIONS

Our recommendations, briefly recapitulated, are as follows:—

Definition

(1) That the technical, scientific and professional group be defined in terms of (a) the nature of the training required by members of this group *before appointment*; (b) the nature of the duties discharged by them in the service (Section 8); and that applications by deputies for the reclassification of positions in future be decided in accord with this definition by the Civil Service Commission (Sections 9 and 17).

Grades and Salary Scales

(2) That seven grades, each with its distinct and appropriate salary range, be substituted for the two hundred and three separate and often overlapping salary scales now to be found in the technical, scientific and professional service (Sections 12 and 16); that these grades be as follows:—

	Minimum Salary	Annual Increase	Maximum Salary
	\$	\$	\$
Grade I.....	1,800	120	2,160
Grade II.....	2,280	120	2,760
Grade III.....	2,880	120	3,360
Grade IV.....	3,420	120	3,900
Grade V.....	4,020	120	4,620
Grade VI.....	4,800	240	5,520
Grade VII.....	5,700	300	7,200

That the transfer of existing positions to these grades be made as described in detail in this report (Appendix A); provided always that, on the application of the deputy or deputies concerned, appeals against the suggested grading of present positions may be heard and acted upon by the Civil Service Commission. (Section 17).

First and Second Divisions

(3) That the technical, scientific and professional service be organized in two Divisions, to be called the First Division and the Second Division respectively (Section 14); the First Division to include Grades, I, II, and III; and the Second Division to include Grades, IV, V, VI and VII. (Section 16); that promotion of individuals from grade to grade within the First Division be made by the deputy concerned, subject to approval by the Treasury Board; and depend, not upon the creation of vacancies, but upon industry and ability and the character of the work done; and that, as vacancies occur, promotion

from the First Division to the Second Division, and promotion from grade to grade within the Second Division be made by the deputy, subject to certification by the Civil Service Commission, and approval by the Treasury Board. (Section 14.)

Recruiting.

(4) That the method of recruiting for the technical, scientific and professional service be modified in two particulars; that positions, so far as possible, be advertised simultaneously throughout the Dominion in the month of March; and that the form of advertisement of vacancies in the technical, scientific and professional service be modified, so as to give possible candidates a clear impression of their prospects in the service. (Section 15.)

Probationary Period.

(5) That in the case of those recruits to the Service who enter it in Grade I, and whose qualifications permit of a fairly rapid promotion to the next higher grade, but only in such cases, the period spent in Grade I be regarded as a probationary period; that initial salaries of probationers be not uniform, but varied according to the qualifications of the persons appointed; and that the period of probation, which also need not be uniform, but should in any case not be less than one year, be limited to a maximum of three years; at the close of which the probationer, if retained in the service, be taken on to the permanent establishment. (Section 16.)

Contributions under the Civil Service Superannuation Act.

(6) That the Civil Service Superannuation Act (1924) be amended, so as to entitle the civil servant at withdrawal from the service for any cause (except dismissal for misconduct), or his estate in the event of his death, to a payment from the Pension Fund of not less than his accumulated contributions to the Fund, without interest (Section 18.)

Board of Railway Commissioners.

(7) That the salaries of the Board of Railway Commissioners be established as follows:—

Chief Commissioner	...	...	...	...	...	...	...	\$ 15,000
Assistant Chief Commissioner	...	...	...	...	...	...	...	12,000
Deputy Chief Commissioner	...	...	...	...	...	...	...	11,000
Commissioners	...	...	...	...	...	...	...	10,000

That retiring members of the board be made eligible for pension, on a non-contributory basis, at the rate of one-third of total salary for those with ten or more, but less than twenty years of service; and at the rate of two-thirds of total salary for those with twenty years of service and upwards; that the age limit for members of the board to be reduced from seventy-five years to seventy; and that the tenure of future appointments be similar to that of Judges of the Supreme Court of Canada. (Section 20.)

Board of Pension Commissioners.

(8) That the salaries of members of the Board of Pension Commissioners be established as follows:—

Chairman	...	...	...	...	...	...	...	\$ 9,000
Members of the Board	...	...	...	...	...	...	...	7,500

That in regard to pensions, the provisions of the Civil Service Superannuation Act (1924) apply to these officers; but that they be considered eligible for pension at the close of their term of office, even though they may not have reached the age limit required; and that the tenure of future appointments be during the pleasure of the crown. (Section 21.)

Civil Service Commission.

(9) That the salaries of members of the Civil Service Commission be established as follows:—

Chairman.....	\$ 9,000
Members of the Commission.....	7,500

That in regard to pensions, the provisions of the Civil Service Superannuation Act (1924) apply to these officers; but that they be considered eligible for pension at the close of their term of office, even though they may not have reached the age limit required; and that the tenure of future appointments be during the pleasure of the Crown. (Section 22.)

Deputy Ministers.

(10) That the position of certain Deputies, whose duties and qualifications are scientific or professional, be taken under consideration; with the suggestion that, in order to retain men of the required calibre, it may be necessary to fix salaries as high as \$15,000 annually. (Section 23.)

Officers with the Rank but not the Title of Deputy

(11) That the officers named in this section be designated for the future solely by their official titles, without the rank of Deputy Minister:—

Clerk of the House of Commons.
Clerk of the Senate.
General Librarian of Parliament.
Parliamentary Librarian.
Registrar, Supreme Court.

That these officers, and the Chairman of the Board of Historical Publications, be compensated at the rate of \$7,500 annually. (Section 24.)

Special Ratings

(12) That certain positions in the technical, scientific and professional service, of a very special character, be given Special Ratings; with salaries as follows:—

Department	Position	Salary Recommended
		\$
Agriculture.....	Director of Experimental Farms.....	7,500
Board of Railway Commissioners.....	Chief Traffic Officer.....	8,000
Insurance.....	Chief Actuary.....	7,500
Interior.....	Chief Examiner.....	7,500
	Director, Dominion Water Power and Reclamation Service.....	8,000
Justice.....	Assistant Deputy Minister.....	7,500
Pensions and National Health.....	Director of Medical Services.....	7,500
Public Works.....	Chief Engineer, Public Works.....	8,000
Railways and Canals.....	Chief Engineer.....	10,000
	Engineer, Welland Ship Canal Construction.....	9,000

(Section 25.)

Advisability of General Investigation

(13) That consideration be given to the possible improvement of personnel, increase in efficiency, and consequent saving in expenditure to be secured as the result of an investigation into the Civil Service generally.

(Section 27.)

Certain Statutory Changes Involved

(14) That, inasmuch as certain of these recommendations can only be put into practice by means of amendments to existing statutes governing the Civil Service of Canada, the necessary legislative action be taken in order to render them effective.

These recommendations, we believe, will increase the range of possible advancement, so providing an outlet for legitimate ambition, and will make for a more orderly progress from the junior to the senior positions. They will improve the conditions of work and give greater satisfaction in their work to the members of the technical, scientific and professional service, and will result in greater efficiency and benefit to the State.

E. W. BEATTY,
Chairman.

J. GEO. GARNEAU,
WALTER C. MURRAY,

Commissioners.

APPENDICES

- A. List of positions considered to be technical, scientific and professional; and of the grades considered appropriate to these positions.
- B. Comparison between the salaries of engineers in the Civil Service of Canada, and the salaries of engineers: (a) in the public service elsewhere in Canada; (b) in private employment in Canada; and (c) in the Canadian universities.
- C. Comparison between the rate of advancement of certain graduates of McGill University, in the public service, in academic employment, and in private employment.
- D. Salaries in the Civil Service of Canada, compared with salaries of teachers in the collegiate institutes of Toronto, with special reference to rates of annual increase.

APPENDIX A

LIST OF POSITIONS CONSIDERED TO BE TECHNICAL, SCIENTIFIC AND PROFESSIONAL; AND OF THE GRADES CONSIDERED APPROPRIATE TO THESE POSITIONS

The proposed new grades, to which reference is made below, are as follows:—

	Minimum Salary	Annual Increase	Maximum Salary
	\$	\$	\$
First Division—			
Grade I.....	1,800	120	2,160
Grade II.....	2,280	120	2,760
Grade III.....	2,880	120	3,360
Second Division—			
Grade IV.....	3,420	120	3,900
Grade V.....	4,020	120	4,620
Grade VI.....	4,800	240	5,520
Grade VII.....	5,700	300	7,200
Special Rating.....	7,500	and upwards.	

We recommend that in every case, unless otherwise specified below, the salary of the grade in which an appointment is placed be made inclusive of all present living or house allowances. Thus, in the case of those officials for whom a house or quarters may be furnished by the Government, the appropriate deduction for rent should be made from the salary received.

The numbers in brackets, which follow certain titles in this list, refer to the footnotes on the same pages, in which explanations of the proposed adjustments are made when necessary.

Present Classification	Proposed New Grade
Advisory Counsel.....	V
Animal Husbandman.....	II
Animal Nutritionist and Geneticist.....	III
Animal Nutritionist and Physiologist.....	II
Animal Pathologist.....	III
Annuities Actuary.....	III
Apiarist.....	II
Appraisal Architect.....	III

Present Classification	Proposed New Grade
Archaeologist ¹	V and VI
Architect.....	V
Architect, Fittings.....	III
Architect, Indian Affairs.....	IV
Architectural Draftsman.....	I
Architectural Specification Writer.....	III
Archivist, Grade 3.....	V
Archivist, Grade 2.....	IV
Archivist, Grade 1.....	III
Assayer.....	I
Assistant Agricultural Bacteriologist.....	II
Assistant Agrostologist.....	II
Assistant Archaeologist.....	II
Assistant Architect.....	II
Assistant Architectural Specification Writer.....	II
Assistant Botanist.....	II
Assistant Chemist.....	II
Assistant Chief Architect.....	VI
Assistant Chief, Cattle Division.....	II
Assistant Chief, Charting Division.....	III
Assistant Chief, Division of Demography, Dominion Bureau of Statistics.....	III
Assistant Chief, Division of External Trade, Dominion Bureau of Statistics.....	III
Assistant Chief Dominion Analyst.....	IV
Assistant Chief Engineer, Board of Railway Commissioners.....	VI
Assistant Chief Engineer, Dominion Parks.....	IV
Assistant Chief Engineer, Marine.....	V
Assistant Chief Engineer, Public Works.....	VII
Assistant Chief Engineer, Railways and Canals.....	VII
Assistant Chief Engineer, St. Lawrence Ship Channel.....	VI
Assistant Chief, Poultry Division.....	II
Assistant Chief Traffic Officer.....	V
Assistant Climatologist.....	I
Assistant Commissioner of Agricultural Economics.....	IV
Assistant Commissioner of Lights.....	V
Assistant Commissioner of Patents.....	V
Assistant Counsel, Department of Railways and Canals.....	V
Assistant Deputy Minister, Department of Justice.....	Special Rating
Assistant Deputy Minister, Department of Mines.....	VI
Assistant Director and Physicist, Meteorological Service.....	V
Assistant Director and Secretary, National Gallery of Canada.....	V
Assistant Director, Astronomical Observatory.....	VI
Assistant Director, Astrophysical Observatory.....	VI
Assistant Director, Dominion Water Power and Reclamation Service.....	VI

¹We recommend that the Archaeologist be promoted to Grade V and that promotion be made by merit to Grade VI, upon the recommendation of the Deputy.

²We recommend that the Assistant Director, whatever his other duties, be ranked in Grade V.

Present Classification	Proposed New Grade
Assistant Director, Geodetic Survey.....	V
Assistant Director, Natural Resources Intelligence Service.....	VI
Assistant Director of Forestry.....	VI
Assistant Director of Medical Services.....	VII
Assistant Director, Topographical Survey.....	V
Assistant Dominion Statistician, Dominion Bureau of Statistics.....	V
Assistant Electrical Engineer.....	II
Assistant Engineer.....	II
Assistant Engineer, International Waterways Problems.....	III
Assistant Engineer, St. Lawrence Ship Channel.....	III
Assistant Engineer, Welland Ship Canal Construction.....	VII
Assistant Entomologist.....	II
Assistant Ethnologist.....	II
Assistant Examiner of Companies.....	III
Assistant Expert in Grain Chemistry.....	IV
Assistant Geologist.....	II
Assistant Hydraulic Engineer.....	II
Assistant Hydrographer.....	III
Assistant in Plant Breeding.....	III
Assistant in Pomology, Division of Horticulture.....	III
Assistant in Vegetable Growing.....	III
Assistant Invertebrate Palaeontologist.....	II
Assistant Keeper of Public Records.....	VI
Assistant Magician.....	II
Assistant Marine Engineering Draughtsman and Surveyor (Temporary)	III
Assistant Mechanical Engineer.....	II
Assistant Mechanical Engineer, Dredge Design.....	II
Assistant Medical Adviser.....	VI
Assistant Mineralogist.....	II
Assistant Naval Architect.....	V
Assistant Office Engineer.....	II
Assistant Palaeobotanist.....	II
Assistant Patent Examiner.....	I
Assistant Plant Pathologist.....	II
Assistant Power Development Engineer.....	II
Assistant Radio Electrical Engineer.....	II
Assistant Secretary and Translator.....	IV
Assistant Solicitor, Department of the Interior.....	V
Assistant Structural Engineer, Railways and Canals.....	IV
Assistant Structural Engineer, National Defence.....	II
Assistant Superintendent, Dominion Arsenal (Quebec).....	IV
Assistant to Chairman, Board of Historical Publications.....	III
Assistant to Chief, Feed Division.....	II
Assistant to Chief, Markets and Fertilizer Division.....	II
Assistant to Chief, Seed Division.....	II
Assistant to Chief Supervisor, Illustration Station.....	II
Assistant to Dominion Animal Husbandman.....	I
Assistant to Seed Commissioner.....	II
Assistant Vertebrate Palaeontologist.....	II
Assistant Weather Forecaster.....	II
Assistant Zoologist.....	II

Present Classification	Proposed New Grade
Associate Archivist	II
Associate Dominion Entomologist	VI
Associate Ethnologist	IV
Associate Geologist	IV
Associate Invertebrate Palaeontologist	IV
Associate Map and Chart Archivist	II
Associate Mineralogist	IV
Associate Palaeobotanist	IV
Associate Physical Anthropologist	IV
Associate Professor of Engineering	IV
Associate Professor of English	IV
Associate Professor of French	IV
Associate Professor of Mathematics	IV
Associate Professor of Physics and Chemistry	IV
Associate Vertebrate Palaeontologist	IV
Associate Zoologist, Invertebrate and Marine Biology	IV
Associate Zoologist, Mammalia	IV
Astronomer, Grade 5	V
Astronomer, Grade 4	IV
Astronomer, Grade 3	III
Astronomer, Grade 2	II
Astronomer, Grade 1	I
Bacon Specialist	III
Ballistic Officer, Dominion Arsenal	V
Botanist	III
Bridge and Structural Engineer	IV
Canadian Advisory Officer, League of Nations, Geneva ¹	VII
Canal Superintendent, Lachine Canal	IV
Carillonneur, Parliament Buildings	IV
Cartographer	II
Cerealist	II
Cereal Specialist	III
Chairman, Steamship Inspection Board	VI
Chemist	IV
Chemist, Dominion Arsenal	V
Chemist-Pharmacologist	V
Chief Actuarial Assistant	III
Chief Actuary	Special Rating
Chief Animal Pathologist ²	V and VI
Chief Architect	VII
Chief Archivist, Library	VII
Chief Assayer	II
Chief Assistant, Cereal Division	III
Chief Assistant, Division of Animal Husbandry	III
Chief Assistant, Division of Field Husbandry	III
Chief Assistant, Division of Forage Crops	III

¹We recommend that the present allowance to this officer be continued.

²We recommend that this officer be placed in Grade VI, but that future appointments to the position be placed in Grade V, and be subsequently promoted by merit to Grade VI, upon the recommendation of the Deputy.

³We recommend that present allowances to this officer be continued.

Present Classification	Proposed New Grade
Chief Assistant, Division of Horticulture.....	III
Chief Assistant, Poultry Division.....	III
Chief Botanist, National Herbarium ¹	V and VI
Chief, Cattle Division.....	V
Chief, Census of Manufactures, ² Dominion Bureau of Statistics.....	IV and V
Chief, Charting Division.....	IV
Chief Chemist, Division of Ore Dressing and Metallurgy.....	V
Chief, Customs-Excise Chemical Laboratory.....	V
Chief, Dairy Markets Division.....	V
Chief, Debates Translation Branch.....	V
Chief Dental Officer.....	VI
Chief, Division of Agricultural Statistics, ² Dominion Bureau of Statistics.....	IV and V
Chief, Division of Anthropology ¹	V and VI
Chief, Division of Biology ¹	V and VI
Chief, Division of Borings ¹	V and VI
Chief, Division of Ceramics and Road Materials ¹	V and VI
Chief, Division of Child Welfare.....	VI
Chief, Division of Dairy Produce.....	V
Chief, Division of Dairy Research.....	V
Chief, Division of Demography, Dominion Bureau of Statistics.....	VI
Chief, Division of External Trade ² , Dominion Bureau of Statistics.....	IV and V
Chief, Division of Field Crop Insects.....	V
Chief, Division of Foreign Pests Suppression.....	V
Chief, Division of Forest Insects.....	V
Chief, Division of Fuel Testing ¹	V and VI
Chief, Division of Internal Trade ² , Dominion Bureau of Statistics.....	IV and V
Chief, Division of Medical Research.....	VII
Chief, Division of Mineralogy ¹	V and VI
Chief, Division of Mineral Resources ¹	V and VI
Chief, Division of Ore Dressing and Metallurgy ¹	V and VI
Chief, Division of Palaeontology ¹	V and VI
Chief, Division of Quarantine, Immigration and Marine.....	VII
Chief, Division of Systematic Entomology.....	V
Chief, Division of Venereal Disease Control.....	VI
Chief, Dominion Analyst.....	VI
Chief, Drafting and Reproducing Division, Geological Survey.....	IV
Chief Draftsman.....	III
Chief, Economic Geography Mapping Division.....	V
Chief, Engineer, Board of Railway Commissioners.....	VII
Chief Engineer, Dominion Parks Branch.....	V
Chief Engineer, Marine.....	VII
Chief Engineer, Public Works.....	Special Rating

¹We recommend that these officers be placed in Grade V, and that promotions be made by merit to Grade VI, upon the recommendation of the Deputy.

²We recommend that these officers be placed in Grade IV, and that promotions be made by merit to Grade V, upon the recommendation of the Deputy.

Present Classification	Proposed New Grade
Chief Engineer, Railways and Canals.....	Special Rating VII
Chief Engineer, St. Lawrence Ship Channel.....	Special Rating VII
Chief Examiner, Insurance.....	Special Rating VII
Chief Executive, Medical and General Assistant.....	VII
Chief Explosives Chemist.....	V
Chief Feed Division.....	IV
Chief, Fibre Division.....	IV
Chief French Archivist, Department of Public Archives.....	VII
Chief, General Statistics and Editor, Canada Year Book.....	VI
Chief, General Translation Branch.....	V
Chief Geographer.....	VI
Chief Geologist.....	VI
Chief, Horse Division.....	V
Chief Hydrographer.....	VI
Chief Inspector, Aircraft Inspection.....	V
Chief Inspector of Ammunition.....	V
Chief Inspector of Explosives.....	VI
Chief, Law Translation Branch.....	V
Chief, Manuscript Division, Department of Public Archives.....	IV
Chief Map Draftsman.....	III
Chief Map Engraver.....	III
Chief, Markets and Fertilizer Division.....	V
Chief, Meat and Canned Foods Division.....	V
Chief, Mechanical Division.....	IV
Chief, Medical Adviser.....	VII
Chief, Mineral Exhibit Division.....	IV
Chief, Mines Chemical Laboratory ¹	V and VI
Chief, Mining, Metallurgy and Chemical Division, Dominion Bureau of Statistics ²	IV and V
Chief, Naturalization Branch.....	IV
Chief Naval Architect.....	VII
Chief Neuro-Psychiatrist.....	VII
Chief Operating Officer.....	VII
Chief Penitentiaries Engineer.....	V
Chief Poultry Division.....	V
Chief Radio Inspector.....	IV
Chief Sanitary Engineer, Department of Health.....	V
Chief Seed Analyst.....	V
Chief, Seed Division.....	V
Chief, Sheep and Goat Division.....	V
Chief Supervisor, Illustration Stations.....	V
Chief Surveyor, Indian Affairs.....	V
Chief Taxidermist and Herpetologist.....	III

¹We recommend that this officer be placed in Grade V, and that promotion be made by merit to Grade VI, upon the recommendation of the Deputy.

²We recommend that this officer be placed in Grade IV, and that promotion be made by merit to Grade V, upon the recommendation of the Deputy.

Present Classification	Proposed New Grade
Chief, Tobacco Division.....	V
Chief Topographical Engineer ¹	V and VI
Chief Traffic Officer.....	Special Rating
Chief Translator, Senate.....	V
Chief, Transportation Division ² Dominion Bureau of Statistics.....	IV and V
Chief Veterinary Inspector.....	V
Clerk of Process, Exchequer Court.....	IV
Climatologist.....	III
Collector Preparator Specialist.....	VI
Commissioner of Agricultural Economics.....	VI
Commissioner of Lights.....	IV
Compiler of Geological Information.....	III
Construction Architect.....	VII
Counsel, Board of Railway Commissioners.....	VI
Counsellor, Department of External Affairs (Paris) ³	VII
Counsellor, Department of External Affairs (Ottawa).....	V
Curator of Prints, National Gallery of Canada.....	VI
Dairy and Cold Storage Commissioner.....	III
Dairy Specialist.....	V
Dental Officer.....	I
Departmental Librarian, Grade 3, (Mines Department).....	V
Departmental Solicitor.....	V
Deputy Registrar and Reporter, Exchequer Court.....	V
Designing Engineer, Ship Canal Construction.....	VII
Director, Astronomical Observatory.....	VII
Director, Astrophysical Observatory.....	VII
Director, Dominion Water Power and Reclamation Service.....	Special Rating
Director, Experimental Farms.....	Special Rating
Director General of Surveys.....	VII
Director, Geodetic Survey.....	VI
Director, Medical Services, Indian Affairs.....	VI
Director, Meteorological Service.....	VII
Director, Mines Branch.....	VII
Director, National Gallery of Canada.....	VI
Director, Natural Resources Intelligence Service.....	VII
Director of Fish Culture.....	VI
Director of Fisheries Promotion and Inspection.....	VI
Director of Forestry.....	VII
Director of Levelling.....	IV
Director of Medical Services.....	Special Rating
Director of Radiotelegraph Service.....	VII
Director of Geological Survey.....	VII

¹We recommend that this officer be placed in Grade V, and that promotion be made by merit to Grade VI, upon the recommendation of the Deputy.

²We recommend that this officer be placed in Grade IV, and that promotion be made by merit to Grade V, upon the recommendation of the Deputy.

³We recommend that present allowances to this officer be continued.

Present Classification	Proposed New Grade
Director of Technical Education.....	VI
Director, Orthopaedic and Surgical Appliances and Votcraft.....	VI
Director, Pilotage Branch.....	V
Director, Topographical Survey Division.....	VI
District Engineer, Grade 2.....	VI
District Engineer, Grade 1.....	V
District Engineer, Marine.....	IV
District Hydraulic Engineer.....	V
District Resident Architect.....	III
District Seed and Feces Inspector.....	IV
District Superintendent of Dredges.....	IV
District Supervisor of Meat Inspection.....	III
District Swine Candler.....	III
District Veterinary Inspector.....	III
Division Engineer, Board of Railway Commissioners.....	V
Division Hydrometric Engineer.....	II
Division Superintendent, Radiotelegraph Service.....	IV
Division Supervisor of Meat Inspection.....	IV
Dominion Agricultural Bacteriologist.....	VI
Dominion Agrostologist.....	VI
Dominion Animal Husbandman.....	VI
Dominion Apiarist.....	III
Dominion Botanist.....	VI
Dominion Cerelist.....	VI
Dominion Chemist.....	VI
Dominion Entomologist.....	VI
Dominion Field Husbandman.....	VI
Dominion Horticulturist.....	VI
Dominion Poultry Husbandman.....	VI
Dominion Statistician.....	VII
Dominion Wreck Commissioner.....	VI
Economic Adviser.....	VI
Editor, Grade 3 (Mines Department).....	IV
Editor, Grade 2 (Mines Department).....	III
Editor, Grade 1 (Mines Department).....	II
Electrical Engineer.....	III
Electrochemical Engineer.....	IV
Electromechanical Engineer.....	V
Engineer, Department of Indian Affairs.....	IV
Engineer, Dominion Power Board.....	V
Engineer, Hudson Bay Railway Terminals.....	VII
Engineer, Mines Branch, Grade 4.....	V
Engineer, Mines Branch, Grade 3.....	IV
Engineer, Mines Branch, Grade 2.....	II
Engineer, Mines Branch, Grade 1.....	I
Engineer, Public Works, Grade 2.....	VI
Engineer, Public Works, Grade 1.....	V
Engineer, St. Lawrence Ship Channel.....	V
Engineer, Welland Ship Canal Construction.....	Special Rating

Present Classification	Proposed New Grade
Entomologist.....	III
Ethnologist ¹	V and VI
Examiner of Companies, Department of Insurance.....	IV
Examiner of Masters and Mates ²	I
Experimental Farm Assistant, Grade 3.....	I
Experimental Farm Assistant, Grade 2.....	I
Experimental Farm Superintendent, Grade 2.....	V
Experimental Farm Superintendent, Grade 1.....	IV
Experimental Sub-Station Superintendent.....	II
Expert in Grain Chemistry.....	V
Field Husbandman.....	II
First Secretary, External Affairs ³	VI
Fisheries Engineer.....	V
Forest Products Assistant, Grade 2.....	I
Forest Products Engineer, Grade 5.....	V
Forest Products Engineer, Grade 4.....	IV
Forest Products Engineer, Grade 3.....	IV
Forest Products Engineer, Grade 2.....	III
Forest Products Engineer, Grade 1.....	II
Forestry Engineer, Grade 6.....	V
Forestry Engineer, Grade 5.....	V
Forestry Engineer, Grade 4.....	IV
Forestry Engineer, Grade 3.....	III
Forestry Engineer, Grade 2.....	II
Forestry Engineer, Grade 1.....	I
General Assistant Engineer, Railways and Canals.....	VI
Geographer, Geological Survey.....	V
Geographer, Grade 2.....	IV
Geographer, Grade 1.....	III
Geologist ¹	V and VI
Head Clerk, Mines Department, Deputy Minister's Office.....	III
Head Clerk, Dominion Bureau of Statistics (T. and C—S—301).....	III
Head Translator.....	IV
Hydraulic Engineer.....	IV
Hydrographer, Grade 4 ⁴	IV and V
Hydrographer, Grade 3.....	III
Hydrographer, Grade 2.....	II
Hydrographer, Grade 1.....	I
Inductive Interference Engineer.....	IV
Inspector of Civil Aviation.....	IV
Inspector of Explosives.....	IV
Inspector of Railroad Operation.....	III
Inspector of Railroad Safety Appliances.....	III
Instructor in Chemistry ⁵	III
Instructor in Engineering ⁵	III

¹We recommend that these officers be placed in Grade V and that promotions be made by merit to Grade VI, upon the recommendation of the Deputy.

²This recommendation does not include part-time officials.

³In the case of officers of legations in the Department of External Affairs, we recommend that existing allowances be continued.

⁴We recommend that these officers be placed in Grade IV, and that promotions be made by merit to Grade V, upon the recommendation of the Deputy.

⁵We recommend that in future appointments to these positions be placed during the probationary period in Grade I.

Present Classification	Proposed New Grade
Instructor in English ¹	III
Instructor in French ¹	III
Instructor in Mathematics ¹	III
Instructor in Modern Languages and History ¹	III
Instructor in Navigation ²	I
Instructor in Navigation, Seamanship.....	I
Instructor in Physics ¹	III
Invertebrate Palaeontologist ³	V and VI
Investigator, Natural Resources, Grade 6.....	V
Investigator, Natural Resources, Grade 5.....	IV
Investigator, Natural Resources, Grade 4.....	IV
Investigator, Natural Resources, Grade 3.....	III
Investigator, Natural Resources, Grade 2.....	II
Investigator, Natural Resources, Grade I.....	I
Investigator, Northwest Territories, Grade 3.....	V
Investigator, Northwest Territories, Grade 2.....	IV
Investigator, Northwest Territories, Grade I.....	II
Irrigation Specialist.....	I
Joint Law Clerk, House of Commons.....	VI
Junior Advisory Counsel.....	III
Junior Architect.....	I
Junior Botanist.....	I
Junior Cerealist.....	I
Junior Chemist.....	I
Junior Departmental Solicitor.....	IV
Junior Electrical Engineer.....	I
Junior Engineer.....	I
Junior Entomologist.....	I
Junior Hydrometric Engineer.....	I
Junior Irrigation Engineer.....	I
Junior Mechanical Engineer.....	I
Junior Plant Pathologist.....	I
Junior Power Development Engineer.....	I
Junior Radio Electrical Engineer.....	I
Junior Radio Electrician.....	I
Junior Radio Inspector.....	I
Junior Tidal and Current Surveyor.....	II
Junior Topographical Engineer.....	I
Junior Zoologist.....	I
Law Clerk, Interior.....	II
Law Clerk, Senate.....	VI
Law Reporter.....	III
Legal Adviser.....	VII
Librarian, Supreme Court.....	III
Live Stock Commissioner.....	VI

¹We recommend that in-service appointments to these positions be placed during the probationary period in Grade I.

²When instructors in navigation are required to give tuition in all subjects upon which Masters are required to obtain passing marks, in addition to the grade of certificate, we recommend that an additional payment of \$300 be authorized.

³We recommend that this officer be placed in Grade V, and that promotion be made by merit to Grade VI, upon the recommendation of the Deputy.

Present Classification	Proposed New Grade
Magician.....	IV
Map Draftsman.....	I
Marine Agent.....	IV
Marine Superintendent.....	V
Mechanical Appliance Specialist.....	IV
Mechanical Draftsman.....	I
Mechanical Engineer.....	IV
Mechanical Engineer, Heating, Ventilation and Sanitation.....	III
Mechanical Superintendent of Dredges ¹	V and VI
Medical Officer, Grade 3.....	VI
Medical Officer, Grade 2.....	V
Medical Officer, Grade 1.....	IV
Medical Officer, Grade 3, Special.....	VI
Medical Officer, Northwest Territories, Grade 2.....	IV
Medical Officer, Northwest Territories, Grade 1.....	III
Medical Superintendent, Indian Reserve.....	IV
Meteorologist (Temporary).....	II
Micro Analyst.....	I
Military Construction Engineer.....	V
Mineralogist ²	V and VI
Mining Inspector.....	IV
Office Engineer.....	III
Optician and Eyemaker.....	V
Ornithologist ²	V and VI
Palaeobotanist ²	V and VI
Parliamentary Translator.....	III
Patent Classification Clerk.....	III
Patent Examiner.....	IV
Peat Specialist.....	III
Penitentiary Physician (Full-time).....	III
Pension Medical Examiner, Grade 2.....	VI
Pension Medical Examiner, Grade 1.....	V
Petroleum Engineer, Grade 3.....	VI
Petroleum Engineer, Grade 2.....	V
Petroleum Engineer, Grade 1.....	V
Plant Engineer.....	II
Plant Pathologist.....	III
Poultry Husbandman.....	II
Precise Levelling Engineer, Public Works.....	IV
Principal Clerk, Mines Department, Deputy Minister's Office.....	II
Principal Clerk, Dominion Bureau of Statistics, (T. and C.—S.—105, 132, 170 and 302).....	II
Principal Clerk, Geological Information.....	II
Principal Clerk, Mineral Resources Information.....	II
Principal Draftsman.....	II
Principal Map Draftsman.....	II

¹We recommend that this officer be placed in Grade VI, but that, in future, appointments to the position be placed in Grade V, and be subsequently promoted by merit to Grade VI, upon the recommendation of the Deputy.

²We recommend that these officers be placed in Grade V, and that promotions be made by merit to Grade VI, upon the recommendation of the Deputy.

Present Classification	Proposed New Grade
Principal Ship Draftsman.....	II
Principal Steamship Inspector, Boilers and Machinery.....	V
Principal Steamship Inspector, Hulls and Equipment.....	V
Principal Translator.....	III
Professor of Engineering ¹	V and VI
Professor of Mathematics ¹	V and VI
Professor of Physics and Chemistry ¹	V and VI
Radio Electrical Engineer.....	III
Radio Electrician.....	II
Radio Inspector.....	II
Registrar and Reporter, Yukon Territorial Court.....	III
Registrar, Exchequer Court.....	VI
Research Clerk, Department of Mines, Grade 2.....	II
Research Clerk, Department of Mines, Grade 1.....	I
Resident Engineer, Fish Hatcheries.....	III
Resident Engineer, Lighthouse Depot.....	II
Right of Way Agent.....	VI
Second Assistant Clerk, Editor and Chief Translator, French Debates, Senate.....	V
Second Secretary, External Affairs ²	IV
Secretary, Dominion Fuel Board.....	V
Seed Commissioner.....	VI
Seed Production Specialist.....	II
Seismologist.....	IV
Senior Actuarial Assistant.....	II
Senior Actuarial Examiner.....	VII
Senior Advisory Counsel ³	VI and VII
Senior Assistant Architect.....	III
Senior Assistant Engineer.....	IV
Senior Bridge and Structural Engineer.....	VI
Senior Cereal Specialist ⁴	IV and V
Senior Construction Architect.....	IV
Senior Copperplate Map Engraver ⁵	II
Senior Draftsman.....	I
Senior Electrical Engineer.....	VI
Senior Engineer, Dominion Power Board.....	VI
Senior Engineering Clerk.....	I
Senior Examiner of Companies ⁶	V and VI
Senior Hydraulic Engineer.....	VI
Senior Irrigation Specialist.....	III

¹We recommend that these officials be placed in Grade V, and that promotions be made by merit to Grade VI, upon the recommendation of the Deputy.

²In the case of officers of legations in the Department of External Affairs, we recommend that existing allowances be continued.

³We recommend that this official be placed in Grade VII, but that, in future, appointments to the position be placed in Grade VI, and be subsequently promoted by merit to Grade VII, upon the recommendation of the Deputy.

⁴We recommend that this official be placed in Grade V, but that, in future, appointments to the position be placed in Grade IV, and be subsequently promoted by merit to Grade V, upon the recommendation of the Deputy.

⁵We recommend that officers in charge of copperplate map engraving in the Departments of Mines and the Interior be placed in Grade III.

⁶We recommend that these officials be placed in Grade VI, but that, in future, appointments to the position be placed in Grade V, and be subsequently promoted by merit to Grade VI, upon the recommendation of the Deputy.

Present Classification	Proposed New Grade
Senior Map Draftsman.....	I
Senior Mechanical Engineer, Heating and Ventilation.....	IV
Senior Micro Analyst.....	II
Senior Office Engineer ¹ , Railways and Canals.....	IV and V
Senior Plant Pathologist ¹	IV and V
Senior Plant Pathologist, Cereal Diseases Research.....	V
Senior Quantity Surveyor.....	II
Senior Radio Electrical Engineer.....	V
Senior Radio Electrician.....	III
Senior Radio Inspector.....	III
Senior Seed Analyst.....	I
Senior Ship Draftsman (Temporary).....	I
Senior Steamship Inspector.....	IV
Senior Tidal and Current Surveyor.....	IV
Senior Translator.....	II
Ship Draftsman.....	I
Soil Analyst, Topographical Survey.....	III
Solicitor and Counsel, Department of Railways and Canals.....	VII
Solicitor, Department of the Interior.....	V
Solicitor to the Treasury.....	VI
Sorel Shipyard Superintendent.....	IV
Statistician.....	III
Statistician, Department of Labour.....	IV
Steamship Inspector, Boilers and Machinery.....	III
Steamship Inspector, General.....	IV
Steamship Inspector, Hulls and Equipment ²	III
Structural Engineer.....	IV
Superintendent, Aircraft Inspection.....	V
Superintendent, Air Regulations ³	V
Superintendent, Airways ³	V
Superintendent, Dominion Arsenal.....	VI
Superintendent, Fuel Testing Laboratory.....	V
Superintendent, Marine Hospital, Service.....	IV
Superintendent, Masters and Seaman Branch.....	IV
Superintendent of Animal Quarantine Station.....	I
Superintendent of Indian Education.....	IV
Superintendent of Lights.....	IV
Superintendent of Pilots.....	IV
Superintendent of Radiotelegraph Service.....	V
Superintending Canal Engineer.....	VI
Superintending Engineer, Sault Ste. Marie Canal.....	IV
Supervising Analyst, Seed Branch.....	III
Supervising Architect.....	V

¹ We recommend that this officer be placed in Grade V, but that, in future, appointments to the position be placed in Grade IV, and be subsequently promoted by merit to Grade V, upon the recommendation of the Deputy.

² We recommend that in the case of one officer, at the port of Halifax, to whom an annual allowance of \$480 is authorized for the performance of the duties of Ships' Tackle Inspector, in addition to the full duties of a Steamship Inspector of Hulls and Equipment, this allowance be continued.

³ These positions are now filled by officers of the Royal Canadian Air Force.

Present Classification	Proposed New Grade
Supervising Architect (Maintenance).....	V
Supervising District Engineer.....	VI
Supervising District Inspector of Pure Bred Swine.....	II
Supervising Examiner of Masters and Mates.....	II
Supervisor, Bovine Tuberculosis Eradication.....	IV
Supervisor of Building Materials Laboratory.....	V
Supervisor of Field Work.....	IV
Supervisor of Illustration Stations.....	I
Supervisor of Levelling, Geodetic.....	IV
Supervisor of Surveys Laboratory.....	IV
Supervisor of Wild Life Protection.....	IV
Supervisory Mining Engineer, Department of the Interior.....	VI
Surveys Engineer, Grade 6.....	V
Surveys Engineer, Grade 5.....	V
Surveys Engineer, Grade 4.....	IV
Surveys Engineer, Grade 3.....	III
Surveys Engineer, Grade 2.....	II
Surveys Engineer, Grade 1.....	I
Surveys Physicist, Grade 3.....	III
Surveys Physicist, Grade 2.....	II
Surveys Physicist, Grade 1.....	I
Tester of Building Materials.....	I
Third Secretary, External Affairs ¹	II
Tobacco Inspector.....	I
Tobacco Specialist.....	II
Topographical Engineer, Mines Department.....	III
Topographical Engineer, National Defence.....	IV
Translator.....	I
Travelling Veterinary Inspector.....	IV
Vertebrate Palaeontologist ²	V and VI
Veterinary Director General.....	VII
Veterinary Inspector.....	II
Water Power and Reclamation Engineer.....	V
Weather Forecaster.....	III
Weather Observer and Forecaster, Grade 2.....	II
Weather Observer and Forecaster, Grade 1.....	I
Weather Observer, Grade 6 Station.....	I
Zoologist, Mammalia.....	V and VI

¹In the case of officers of legations in the Department of External Affairs, we recommend that existing allowances be continued.

²We recommend that this officer be placed in Grade V, and that promotion be made by merit to Grade VI, upon the recommendation of the Deputy.

APPENDIX B

COMPARISON BETWEEN THE SALARIES OF ENGINEERS IN THE CIVIL SERVICE OF CANADA, AND THE SALARIES OF ENGINEERS: (a) IN THE PUBLIC SERVICE ELSEWHERE IN CANADA; (b) IN PRIVATE EMPLOYMENT IN CANADA; AND (c) IN THE CANADIAN UNIVERSITIES

TABLE I

SALARY RANGE OF ENGINEERS IN THE CIVIL SERVICE OF CANADA

Public Works	Mines	Water Power and Reclamation Engineers	Marine
Chief Engineer— \$7,500	Director of Mines— \$4,500—\$5,400	Director— \$4,800—\$5,400	Chief Engineer— \$4,800—\$5,400
Assistant Chief Engineer— \$4,800—\$5,400		Assistant Director— \$4,320—\$4,920	Assistant Chief Engineer— \$3,420—\$3,960
Supervising District Engineer— \$4,020—\$4,920			
District Engineer Grade II— \$3,720—\$4,620	Chief of Division— \$3,720—\$4,620	District Engineer— \$3,720—\$4,320 \$3,420—\$3,960	District Engineer— \$2,820—\$3,360
District Engineer Grade I— \$3,120—\$3,720	Engineer Grade IV— \$3,480—\$4,020	Engineer— \$3,120—\$4,000 \$3,120—\$3,720	
Senior Assistant Engineer— \$2,820—\$3,300	Engineer Grade III— \$2,820—\$3,300	Senior Assistant Engineer— \$2,820—\$3,300	Senior Assistant Engineer— \$2,820—\$3,300
Assistant Engineer— \$2,220—\$2,700	Engineer Grade II— \$2,220—\$2,700	Assistant Engineer— \$2,220—\$2,700	Assistant Engineer— \$2,220—\$2,700
Junior Engineer— \$1,800—\$2,160	Engineer Grade I— \$1,800—\$2,160	Junior Engineer— \$1,800—\$2,160	Junior Engineer— \$1,800—\$2,160

TABLE 2

Salary Range of Engineers in the Civil Service of Ontario	Salary Range of Engineers Employed by the Toronto City Hall
Director of Surveys, Lands and Forests— \$4,200—\$5,000	Chief Electrical and Mechanical Engineer, Group IX— \$6,000—\$7,000
Chief Engineer, Public Highways— \$4,200—\$5,000	Engineer, Group VIII— \$4,300—\$6,000
Assistant Chief Engineer, Public Highways— \$3,300—\$4,000	First Assistant Engineer, Group VII— \$3,600—\$4,000
Engineer Public Works— \$3,300—\$4,000	Second Assistant Engineer, Group VI— \$3,300—\$3,600
Inspector of Surveys, Lands and Forests— \$3,200—\$3,800	Assistant Engineer, Group V— \$2,900—\$3,300
Bridge Engineer, Public Works— \$2,850—\$3,450	Junior Engineer and Designer, Group V— \$2,250—\$2,900
District Road Engineer Public Highways— \$2,700—\$3,300	Plan Engineer, Group IV— \$1,800—\$2,400
Assistant Engineer, Public Works— \$2,700—\$3,300	Surveyors, Group II A and B— \$1,600—\$1,900 \$1,700—\$2,000
Surveyor, Mines Department— \$2,200—\$2,850 \$2,100—\$2,700	
Assistant Highway Engineer, Public Highways— \$2,400—\$3,000	
Assistant Inspector of Surveys, Lands and Forests— \$2,100—\$2,700	

TABLE 3

Salary Range of Engineers in Outside employment in Canada ¹	Salaries Recommended by the Engineering Institute of Canada, as a desirable scale for Appointments in the Civil Service.
Chief Engineer— \$10,000—\$12,000	Chief Engineer— \$9,000 and up.
Assistant Chief Engineer— \$6,500—\$7,500	Assistant Chief Engineer— \$7,200 and up.
Supervising District Engineer— \$7,000—\$9,000	District Engineer— \$5,400 and up.
District Engineer, Grade 2— \$4,500—\$6,200	Senior Assistant Engineer— \$4,200—\$5,400
District Engineer, Grade 1— \$4,800—\$5,200	Assistant Engineer— \$3,300—\$4,200
Senior Engineer— \$3,500—\$4,100	Junior Engineer— \$2,400—\$3,300
Assistant Engineer— \$2,600—\$3,700	
Junior Engineer— \$2,000—\$3,000	

¹A questionnaire was recently sent by the Engineering Institute of Canada to thirty-one firms engaged in engineering in this country, asking these firms to indicate what they would consider to be reasonable salaries for the above appointments. The figures in this column are based upon replies received.

ROYAL COMMISSION

TABLE 4.

SALARY RANGE OF PROFESSORS IN UNIVERSITIES OF EASTERN CANADA

A.	B.	C.	D.
Professor— \$3,500—\$5,000	Professor— \$4,200—\$7,000	Professor— Head of a Department)— \$3,500—\$4,500	Professor ¹ — \$4,500—\$5,000 or \$6,000
Associate Professor— \$3,000—\$3,500	Associate Professor— \$3,750—\$5,000	Professor (Not Head of a Department)— \$3,000—\$4,000	Associate Professor— \$3,600—\$4,300
Assistant Professor— \$2,500—\$3,000	Assistant Professor— \$2,500—\$3,500	Associate Professor— \$3,000—\$4,000	Assistant Professor— \$2,700—\$3,450
Lecturers— \$2,000—\$2,500	Lecturers— \$1,200—\$2,500	Assistant Professor— \$2,500—\$3,500	Lecturers— \$1,800—\$2,500
Instructors— \$1,000—\$2,000		Lecturers— \$1,500—\$3,000	

¹Special cases at higher figures.

TABLE 5

SALARY RANGE OF PROFESSORS IN UNIVERSITIES OF WESTERN CANADA

E.	F.	G.	H.
Professor— \$4,500—\$5,000	Professor— \$4,200—\$5,000	Professor ¹ — \$4,250—\$4,500	Professor ² — \$4,000—\$5,000
Associate Professor— \$3,600—\$4,000	Junior Professor— \$3,200—\$4,000	Associate Professor— \$3,500—\$4,250	Associate Professor— \$3,200—\$3,800
Assistant Professor— \$2,800—\$3,300	Assistant Professor— \$2,500—\$3,000	Assistant Professor— \$2,500—\$3,500	Assistant Professor— \$2,400—\$3,000
Lecturers— \$2,000—\$2,500	Lecturers and Instructors— \$1,800—\$2,400	Lecturers— \$1,800—\$2,500	Instructors— \$1,600—\$2,200
		Instructors— \$1,200—\$1,800	Assistant— Up to—\$1,500

¹Dean receives an additional \$500.²Salary of a dean is \$5,500—\$7,500.

APPENDIX C

COMPARISON BETWEEN THE RATE OF ADVANCEMENT OF CERTAIN GRADUATES OF MCGILL UNIVERSITY IN THE PUBLIC SERVICE, IN ACADEMIC EMPLOYMENT, AND IN PRIVATE EMPLOYMENT.

We have been furnished with the results of an investigation undertaken a short time ago by Dr. H. M. Mackay, Dean of the Faculty of Applied Science of McGill University, dealing with the salaries received by the graduates of that faculty. Two tables, compiled from his analysis of returns to the questionnaire which was circulated, are quoted below, and illustrate the rate of advancement of those who went into the government service and into the teaching profession respectively, as compared with the rate of advancement of all graduates who made replies.

TABLE I

AVERAGE EARNED INCOME OF MCGILL GRADUATES IN ENGINEERING AT CERTAIN INTERVALS AFTER GRADUATION

Years after Graduation	0	5	10	15	20
Government Employees.....	1,050	2,090	2,440	3,180	3,560
Teachers.....	1,030	1,977	2,903	3,710	4,250
All Classes.....	995	2,380	4,300	6,100	9,300
Ratio, Government to all.....	1.06	0.88	0.57	0.52	0.38

TABLE 2

MEDIAN EARNED INCOMES OF MCGILL GRADUATES IN ENGINEERING AT CERTAIN INTERVALS AFTER GRADUATION

Years after Graduation	0	5	10	15	20
Government Employees.....	1,000	1,800	2,300	3,000	3,300
Teachers.....	900	1,800	3,000	3,000	4,500
All Graduates.....	900	2,100	3,500	4,800	6,000
Ratio, Government Employees to all.....	1.11	0.86	0.66	0.625	0.55

Since the very large incomes made by a few conspicuously successful graduates engaged in both lines the figures in Table 1 somewhat, especially in the last two columns, a fairer comparison can be made by reference to Table 2, which is based not on averages, but on the medians, and thus makes possible a comparison between the most representative examples in the three groups.

It will be seen in the second of the two tables, that, whereas the representative graduate who went into government employment received an initial salary 11 per cent higher than that received by the representative graduate who went into the teaching profession, at the end of fifteen years they were receiving the same salary, and at the end of twenty years the salary of the government employee was 25 per cent lower than that of the teacher.

When comparison is made between the representative graduate who went into government employment, and the representative case illustrated under the heading "All Graduates," the contrast is even more pronounced. The former, on entering the government service, received an initial salary 11 per cent higher than that of the latter. At the end of ten years' service, however, his salary was by 34 per cent the lower of the two; and at the end of twenty years' service, it was only a little more than half that of the median salary for all graduates.

It is also to be noticed that, between the fifteenth and the twentieth year of service, the representative graduate in government employment received an increase of salary amounting only to \$300; whereas the corresponding median figure for all graduates was \$1,200. The corresponding median, for members of the teaching profession was no less than \$1,500.

APPENDIX D

SALARIES IN THE CIVIL SERVICE OF CANADA, COMPARED WITH
SALARIES OF TEACHERS IN THE COLLEGIATE INSTITUTES
OF TORONTO, WITH SPECIAL REFERENCE TO RATES OF
ANNUAL INCREASE

Within the teaching profession, the teacher in a Collegiate Institute is one whose position may be directly compared with that of the technical, scientific or professional civil servant. Like the civil servant in question, he has prepared himself for his appointment by spending several years in acquiring an appropriate specialist training. Like him also, he receives his appointment at a somewhat more advanced age than is usual for entrance into other occupations. In the nature of things, his earnings are closely restricted to his salary, although individuals may supplement their incomes to a certain extent by private tuition and by writing, as the technical, scientific or professional civil servant may supplement his own income, though as a rule on a small scale only, by writing.

The comparison that follows is designed to throw light upon the relative rate of advancement in these two comparable groups. For this purpose, the teachers in the Collegiate Institutes of Toronto (302 in number) have been selected. The facts with regard to salaries in this group have been obtained from the Board of Education of the city of Toronto. The facts with regard to salaries in the technical, scientific and professional Civil Service were obtained directly by us from the departments concerned.

It will be seen by reference to the following table, which is based upon averages in each case, that at the time of his appointment (when he is credited with four years of previous experience) the teacher in the Collegiate Institute receives an initial salary considerably higher than that of the newly appointed member of the technical, scientific and professional service.

ROYAL COMMISSION

Years of Service	Teachers in Collegiate Institutes			Professional Civil Servants			Weighted Five-year Average: Civil Servant's Salary as Percentage of Teacher's Salary
	Average Annual Salary	Weighted Five-year Average	Percentage Increase in each Five-year Period	Average Annual Salary	Weighted Five-year Average	Percentage Increase in each Five-year Period	
	\$	\$	%	\$	\$	%	
1.....	2,400	.....		2,258	.....	
2.....	2,525	.....		2,364	.....	
3.....	2,527	.....		2,352	.....	
4.....	2,700	.....		2,701	.....	
5.....	2,733	2,511		2,605	2,415	.....	96.2
6.....	2,642	.....		2,602	.....	
7.....	2,960	.....		2,717	.....	
8.....	3,022	.....		2,754	.....	
9.....	3,184	.....		2,677	.....	
10.....	3,118	3,006	19.7	2,828	2,726	12.9	90.7
11.....	3,128	.....		3,093	.....	
12.....	3,280	.....		3,140	.....	
13.....	3,210	.....		2,995	.....	
14.....	3,383	.....		2,978	.....	
15.....	3,301	3,244	7.9	2,858	2,976	9.2	91.7
16.....	3,303	.....		2,928	.....	
17.....	3,384	.....		3,048	.....	
18.....	3,208	.....		3,070	.....	
19.....	3,525	.....		3,146	.....	
20.....	3,512	3,381	4.2	3,165	3,053	2.6	90.3
21.....	3,530	.....		3,172	.....	
22.....	3,441	.....		3,166	.....	
23.....	3,630	.....		3,248	.....	
24.....	3,646	.....		3,509	.....	
25.....	3,975	3,608	6.7	3,701	3,310	8.4	91.7
26.....	3,635	.....		3,455	.....	
27.....	3,491	.....		3,504	.....	
28.....	3,325	.....		3,899	.....	
29.....	3,325	.....		3,650	.....	
30.....	4,575	3,625	0.5	4,050	3,673	11.0	101.3

Moreover, during the first twenty years of service, the rate of advancement among the teachers in the Collegiate Institutes of Toronto is, on the whole, more rapid than the present rate of advancement in the technical, scientific and professional Civil Service of Canada. It is only after twenty years of service, when the teacher and the civil servant, between whom the comparison is being made, have both of them reached the age of about fifty, that the difference between their respective rates of remuneration begins to be somewhat less.

The facts appear to show that the teacher's salary is augmented more promptly and much more rapidly during the years in which family responsibilities are heaviest. From the fifth to the twenty-fifth year of service, the professional civil servant is receiving a salary which, on an average, is from 8 per cent to 10 per cent below that of the teacher of the same seniority.

Towards the end of his career, however, the civil servant frequently meets with advancement which makes up the lost ground to some extent. In the period from the twenty-fifth to the thirtieth year of service, the member of the technical, scientific and professional group in the Civil Service of Canada is, on an average, receiving a salary of about \$50 *per annum* in excess of the average received by the teachers in these Collegiate Institutes.

INTERIM REPORT

DATED

JULY 12, 1929

ON

ORGANIZATION AND SALARY RATES

FOR THE

Research Staff of the National
Research Council

QUEBEC, July 12, 1929.

To His Excellency
The Governor General in Council.

SIR,—The undersigned Royal Commissioners on Technical and Professional Services beg leave to present an interim report respecting the organization and salary rates for the research staff of the National Research Council.

There exists no question that all the members of the proposed staff of the Council fall within any definition which may be adopted respecting technical and scientifically-trained men, as even a superficial examination of the qualifications for appointment and of the character of the work to be performed, indicates that they fall within the classes mentioned in the Order in Council in respect of the salaries of which recommendation is desired.

It may be pointed out that the work to be carried out in the National Research laboratory is of a very special nature, requiring for its due performance research ability of a very rare and high order, and is not identical in character, nor even relative, to the ordinary work of permanent officers of the civil service, whose duties are at least partially administrative, and whose salaries will be dealt with in a subsequent report of this Commission.

The undersigned have had under consideration a report to Your Excellency from the Honourable the Chairman of the Sub-Committee of the Privy Council for scientific research with attached schedules of positions and salary rates; have heard Doctor Tory, President of the Council, and have examined all material and evidence filed with them, including the comparison of salaries paid for similar work in universities in Canada and the United States, and for technical work in Canada and elsewhere.

The Commission observes that the method of classification adopted in the United States is not identical with that proposed for Canada by the Research Council, and this circumstance makes any absolute comparison impossible, but it may be pointed out that the Canadian scale of salaries under the lowest grade (grade 6) is very slightly higher than that of the United States (grade 9), but in the higher grades the salaries proposed for Canada are substantially less than those paid under the United States scale; for example: The salaries on the scale proposed for Canada range from \$2,100, the minimum for the lowest grade, to \$8,000, the maximum for the highest grade, a spread of \$5,900, divided into six classes, and is substantially less than is paid to men in similar services in the United States, ranging from \$2,000, the minimum, to \$9,000 and up for the maximum, a spread of at least \$7,000 over nine classes. The rates proposed are in some cases higher than those paid by universities in Canada, but it is pertinent to remark that the work and opportunities of such officers are not identical with those of the staffs of universities, and also that the scale of university salaries is steadily increasing for the same reason which impels the request of the National Research Council, namely, that without adequate increases, the withdrawal of able and experienced men from such work and, indeed, from the country, is inevitable. The Commission is impressed with the necessity of retaining in Canada men who are qualified for this highly technical and important work, and, therefore, unhesitatingly approves the recommendations already submitted on behalf of the National Research Council, as follows:—

- (1) That the classification and salary schedules applicable to the research staff of the National Research laboratories, as set out in tabular form in exhibit "A" attached hereto, be adopted.
- (2) That the positions as listed in the final column of exhibit "A" attached hereto, be established.
- (3) That in normal cases appointments to the research staff of the National Research laboratories shall be at the minimum salaries approved for the class concerned; but that, if necessary, an appointment, with the approval of the Minister, be made at a salary rate between the minimum and maximum of the class to which appointment is being made.

The Commission further observes that in view of the fact that the staff of the Research Council is just now being organized, involving immediate appointment of essential officers and members of the staff, the recommendations contained in this interim report should receive the early consideration of the Governor General in Council, in order that the positions may be filled before men, who are now known to be available, form other associations.

Respectfully submitted,

E. W. BEATTY,

Chairman.

J. GEO. GARNEAU,

WALTER C. MURRAY,

Commissioners.

EXHIBIT A

CLASSIFICATION, SALARY RANGES AND APPOINTMENTS RECOMMENDED IN CONNECTION WITH THE NATIONAL RESEARCH LABORATORIES

Title	Qualifications or Equivalent		Duties and Responsibilities	Salary Ranges and Annual Increments	Positions to be immediately established
	Degree	Professional Experience			
Director of the Department of Physics and Engineering Physics (or Industrial Chemistry or Economic Biology, etc.)	D.Sc. or Ph.D.	10 to 15 years....	To direct and be responsible for all work undertaken in a major department of the National Research Laboratories (i.e. Departments of Industrial Chemistry; Physics and Engineering Physics; Economic Biology, etc.)	\$6,500-\$8,000 The normal annual increment shall be \$300.	3
Assistant Director.	Ph.D.	10 years....	To direct and be responsible for an important division within a department of the laboratories.	\$5,400-\$7,00-\$6,000	3
Research Physicist (or Chemist or Biologist, etc.)	Ph.D.	8 years....	To be responsible for work on a research problem of major importance and difficulty; to supervise the work of assistants and when required to take charge of a minor division of a department of the laboratories.	\$4,400-\$4,600-\$4,800-\$5,000-\$5,200	6
Associate Research Physicist M.Sc.		5 years....	To undertake and be responsible for research work on problems of considerable importance and difficulty, and to supervise the work of subordinate research workers.	\$3,480-\$3,660-\$3,840-\$4,020-\$4,200	6
Assistant Research Physicist M.Sc.		2 years....	To assist in researches of major importance and difficulty and when required to undertake assigned problems without close supervision.	\$2,820-\$2,940-\$3,060-\$3,180-\$3,300	6
Junior Research Physicist (or M.Sc.)			To undertake researches on assigned problems, under the supervision of a senior officer.	\$2,100-\$2,220-\$2,340-\$2,460-\$2,580-\$2,700	6



